S. HRG. 100-858

PREKINDERGARTEN EARLY DROPOUT INTERVENTION ACT OF 1988

HEARING

BEFORE THE

COMMITTEE ON LABOR AND HUMAN RESOURCES UNITED STATES SENATE

ONE HUNDREDTH CONGRESS

SECOND SESSION

ON

S. 2034

TO PROVIDE FINANCIAL ASSISTANCE FOR PROGRAMS FOR PREKINDERGARTEN STUDENTS DESIGNED TO PREVENT STUDENTS FROM DROPPING OUT OF SCHOOL, AND FOR OTHER PURPOSES

MAY 27, 1988

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PREKINDERGARTEN EARLY DROPOUT INTERVENTION ACT OF 1988

FRIDAY, MAY 27, 1988

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The Committee met, pursuant to notice, at 10:03 a.m., in room SD-430, Dirksen Senate Office Building, Senator Edward M. Kennedy (Chairman of the Committee) presiding.

Present: Senator Kennedy.

Also present: Senator Chiles.

OPENING STATEMENT OF SENATOR KENNEDY

The CHAIRMAN. We will come to order.

In the last few years we have seen a growing consensus that the most effective way to address the problems of disadvantaged children is to begin when they are very young.

A wide range of research studies confirm what most of us intuitively know—earlier is better. If we wait until disadvantaged children are teenagers, they have so many problems that the costs of success are high and the probabilities are low.

For years, the Federal Government has run a popular and effective early intervention program, Head Start. We are all familiar with the excellent job that this program does and the difference that it makes in the lives of needy students. Earlier this year, as part of H.R. 5, the Congress created the Comprehensive Child Development Centers Program. This initiative, a part of the Head Start Program, is a small effort to provide early, continuous and comprehensive services to the most severely disadvantaged students. It builds on an earlier Head Start effort that was discontinued in the Reagan years for funding reasons. It also is modelled after the widely-publicized Beethoven Project, launched recently in Chicago, Illinois.

As we have begun to look at early intervention possibilities, we see a growing interest in ways to involve the schools in providing early intervention services for disadvantaged children. I have proposed one such approach in Smart Start. Smart Start would make widely available full-day early childhood education programs for preschool-age children.

Today we will consider another early intervention proposal that relies on the public schools—the Prekindergarten Early Dropout Intervention Act. This program authorizes $25 million to fund model programs designed to enhance the education abilities of disadvantaged children and to help these children acquire cognitive

and language skills necessary to succeed in school. This is a much smaller initiative. I do not expect that as comprehensive a program as Smart Start will be enacted in this session of Congress, so I believe it is an excellent idea to look carefully at this bill this year.

The bill we are considering this year has been introduced by Senator Chiles. Senator Chiles has had a distinguished career in the U.S. Senate. I am very sorry that he has decided to retire at the end of this session. We all wish him well in his future endeavors. But today, we want to learn more about his proposal. At the conclusion of his testimony, I hope Senator Chiles will join us on the podium to listen to the testimony that follows his and ask questions of the witnesses.

Senator Chiles, as we all know, is currently Chairman of the Budget Committee, and Chairman of the Labor/HHS-Related Agencies Subcommittee of Appropriations. He was first elected in 1970 and is Florida's Senior Senator. He has focused on children's issues including dropout prevention, early childhood intervention and prenatal care. We look forward to hearing his testimony, and we want to welcome him as a good and valued friend of this Committee and of the Chairman personally.

We look forward to your testimony, Senator.

First, however, I will enter the prepared statement of Senator Stafford in the record at this point.

[The prepared statement of Senator Stafford follows:]

STATEMENT BY SENATOR ROBERT T. STAFFORD FOR HEARING ON S. 2034, THE PREKINDERGARTEN EARLY DROPOUT INTERVENTION ACT

May 27, 1988

LET ME BEGIN BY THANKING OUR COLLEAGUE, SENATOR CHILES, FOR INTRODUCING S. 2034 AND PROVIDING THE COMMITTEE WITH THE OPPORTUNITY TO ADDRESS THE NEED FOR EXPANDED PRESCHOOL EDUCATION SERVICES AROUND THE NATION. AS A LONG TIME SUPPORTER OF THE HEADSTART PROGRAM, I SHARE HIS COMMITMENT TO INTERVENING IN THE LIVES OF DISADVANTAGED AND "AT-RISK" YOUTH AT THE EARLIEST POSSIBLE MOMENT. IT IS MY FIRM BELIEF THAT THIS CONGRESS AND THOSE THAT FOLLOW SHOULD STRIVE TO MAKE HEADSTART SERVICES AVAILABLE TO ALL ELIGIBLE CHILDREN.

WE KNOW THAT EARLY EDUCATION MAKES A SIGNIFICANT DIFFERENCE IN YOUNG LIVES. ENHANCED EDUCATIONAL OPPORTUNITY ASSURES ACADEMIC SUCCESS. EARLY INTERVENTION IS ONE OF THE MOST COST EFFECTIVE INSTRUCTIONAL STRATEGIES. FOR EVERY DOLLAR SPENT ON PRESCHOOL SERVICES, SIX DOLLARS ARE SAVED IN FUTURE WELFARE AND TRAINING COSTS. YOUNG CHILDREN WHO RECEIVE EARLY EDUCATION SERVICES ARE LESS LIKELY TO NEED SPECIAL EDUCATION, MORE LIKELY TO GRADUATE FROM HIGH SCHOOL, AND MORE LIKELY TO FIND ADULT EMPLOYMENT. IN LIGHT OF THESE FACTS, IT IS HARD TO UNDERSTAND WHY THE CONGRESS CONTINUES TO FUND HEADSTART AT A LEVEL WHICH ALLOWS ONLY 20% OF

ELIGIBLE YOUNG CHILDREN TO TAKE PART IN THIS HIGHLY SUCCESSFUL PROGRAM.

I WOULD LIKE TO THANK TODAY'S WITNESSES FOR APPEARING BEFORE THE COMMITTEE AND EXPRESS MY HOPE THAT THEIR TESTIMONY WILL STRENGTHEN THE CASE FOR MAKING VITAL PRESCHOOL EDUCATION PROGRAMS AVAILABLE TO YOUNG CHILDREN THROUGHOUT THE NATION.

The CHAIRMAN. Senator Chiles you may proceed.

STATEMENT OF HON. LAWTON CHILES, A U.S. SENATOR, FROM THE STATE OF FLORIDA

Senator CHILES. Thank you very much, Mr. Chairman.

I appreciate those kind words, and I am delighted to have an opportunity to testify before you on behalf of legislation which I believe could make a difference in helping us curb the terrible dropout problem which plagues our Nation.

S. 2034, the Prekindergarten Early Dropout Intervention Act of 1988, is the bill that I introduced earlier this year. I want to compliment you, Mr. Chairman, for your interest and your efforts in the area of prekindergarten intervention. Your bill, Smart Start, is certainly an important step in ensuring that all children, especially those at risk, get the needed services and acquire the basic skill which will enable them to be successful in school. I would hope that my bill complements your legislation.

Mr. Chairman, I think we are all aware of the severity of the school dropout problem which our Nation is facing. The U.S. dropout rate now exceeds 30 percent, and if the current trends continue, I am afraid we look forward to about 40 percent by the year 2000.

In many States, the problem is even more pronounced. In my State of Florida, for example, nearly 4 out of 10 students never finish high school.

At a time when our Nation's economy demands a better-educated and a highly-skilled work force, we are losing more and more of our students to the streets. They are lost to truancy, to lethargy, to crime, to teen pregnancy, to drug abuse, and worst of all, to hopelessness.

As you know, Mr. Chairman, it is well-recognized that school dropouts short-change themselves in terms of lost opportunities to earn a decent wage, attend college or make broad choices about their futures. We know those new jobs demand sophisticated skills and in many cases, a high school diploma alone is not sufficient. But if we imagine the limited choices available to school dropouts, in fact we know that many end up unemployed or underemployed, on welfare, in prison, or otherwise dependent upon the larger society.

For many students, the thing that actually causes the dropout is not really a decision, because when it happens so early it is not any conscious thing, but the reason for that dropout occurs very, very early. And we find that as you go around and talk to people and to educators that they may drop out in the seventh grade or the ninth grade, but the reason for that dropout might well have come at age five, when they did not get the early help.

In many cases, at-risk students' social, cognitive and language development skills are typically deficient when they enter kindergarten. As a result, they are behind in school before they ever get started. As they move from one grade to the next, the gap between these children and their better-prepared peers widens. So the at-risk child often becomes discouraged and that, many times, leads to

the ultimate choice—to drop out of school, often at the earliest age allowed by law.

Our country urgently needs to examine the causes of the dropout problem, and moreover, we have got to look at the potential solutions—how can we as a Nation most effectively prevent students from dropping out?

Many programs are aimed at students who are in high school, junior high, middle school. But by then, I have become convinced that it is almost too late. The student has already made up his mind or that decision has been made for the student.

While focusing on teenagers directly is certainly vitally important, the most efficient dropout prevention could result if we could identify at-risk children early, during the children's formative years, and implement effective intervention at that time.

The importance and beneficial effects of early intervention in preventing students from dropping out has been confirmed by numerous studies. The Perry Preschool Study is probably the best-known of these. This study follows a group of students, half of whom participated in a preschool education program and half of whom did not, for a period of some 19 years. A comparison of the two groups after the 19 years reflects astounding results. The students who participated in the preschool education program were better able to carry out their first scholastic tasks; they had a lower incidence of delinquency and crime, a lower teen pregnancy rate, and were twice as likely to be literate; more importantly, they were one-third less likely to be a school dropout.

In terms of cost, our Nation now pays dearly for school dropouts. Stanford University researchers estimate that dropouts cost the United States some $77 billion a year in lost tax revenues, crime prevention and welfare payments. This does not, of course, include losses which result from educational disadvantages passed on by dropouts to their children.

The cost of dealing with dropouts, however, can be greatly reduced by a modest investment in preschool education. Studies show that a one dollar investment in preschool programs in the present returns six dollars in savings in lower welfare payments, higher worker productivity and lower costs due to crime down the road. This is quite a return on an initial investment.

So the Act that I put before you would provide $25 million to establish a nationwide demonstration project of early intervention programs for three- and four-year-olds. The goal of those programs is to reduce the number of children who later drop out of school by providing high-quality early education which focuses on the development of language and cognitive skills.

I want to emphasize, I am not suggesting we push children too far, too fast. I am suggesting that we must work to ensure that at-risk children, primarily those from underprivileged families, gain those basic communication skills, reasoning skills, and attitudes necessary to succeed in school.

I think the dropout situation demands a national response. Maybe we can start with a program that is not huge and expensive, but one that provides limited support for the best local solutions.

Our success in dealing with the dropout problem is going to go a long way in ensuring the future of this country, and it is my hope that through effective early intervention, we can improve the lives of our citizens at home, enabling them to be productive individuals, and this in turn will help keep America competitive abroad.

Again, I thank you for the time and the opportunity to address the Committee on this bill.

[The prepared statement of Senator Chiles follows:]

TESTIMONY OF
SENATOR LAWTON CHILES
BEFORE THE COMMITTEE ON LABOR AND HUMAN RESOURCES

MAY 27, 1988

Senator Kennedy and members of the Committee, I am pleased and honored to have the opportunity to testify before you on behalf of legislation which, I believe, could make a difference in helping us curb the terrible dropout problem which plagues our nation. That legislation is S. 2034, the Prekindergarten Early Dropout Intervention Act of 1988, which I introduced earlier this year.

Before continuing with my remarks, I would like to commend you, Senator Kennedy, for your interest and efforts in the area of prekindergarten intervention. Your bill "Smart Start" represents an important step forward towards ensuring that all children, especially those at risk, get the needed services and acquire the basic skills which will enable them to succeed in school. I believe that my bill strongly complements your legislation.

Mr. Chairman, I think we are all aware of the severity of the school dropout problem facing our nation. The U.S. dropout rate now exceeds 30%. If the current trend continues, we can expect to see that rate approach 40% by the year 2000. In many states, the problem is even more pronounced. In my home state of

Florida, for example, 4 out of 10 students never finish high school!

At a time when our Nation's economy demands a better-educated and more highly-skilled work force, we are losing more and more of our students to the streets. They are lost to truancy, lethargy, crime, teen pregnancy, drug abuse and, worst of all, hopelessness.

School dropouts short-change themselves in terms of lost opportunities to earn a decent wage, attend college or make broad choices about their futures. New jobs require sophisticated skills and, in many cases, a high school diploma alone is not sufficient. Imagine the limited choices available to dropouts. Many end up unemployed or under-employed, on welfare, in prison or otherwise dependent upon society.

For many students, the decision to drop out of school comes early. At-risk students' social, cognitive, and language development skills are typically deficient when they enter kindergarten. Consequently, they are behind in school even before they get started. As they move from one grade to the next, these children encounter an ever-widening gap between themselves and their better prepared peers. At-risk children often become discouraged and decide to drop out of school -- often at the earliest age allowed by law!

America urgently needs to examine the causes of our dropout problem. Moreover, we need to look at potential solutions -- how can we, as a nation, most effectively prevent students from dropping out?

Many dropout prevention programs are aimed at students who are in high school, junior high, or middle school. But by then it may be too late. Some students have already made up their minds to drop out of school.

While focusing on teenagers directly is vitally important, more effective dropout prevention could result if we could identify at-risk children early, during the child's formative years, and implement effective intervention at that time. Numerous studies confirm the importance and beneficial effects of early intervention in preventing students from dropping out of school. The Perry Preschool Study in Ypsilanti, Michigan, is probably the best known of these. This study followed a group of students, half of whom participated in a preschool educational program and half of whom did not, for a period of 19 years. A comparison of the two groups after 19 years shows astounding results. The students who participated in the preschool educational program were better able to carry out their first scholastic tasks, had a lower incidence of delinquency and crime, a lower teen pregnancy rate and were twice as likely to be literate. More importantly, <u>they were a third less likely to be</u>

school dropouts!

Our nation now pays dearly for school dropouts. Stanford University researchers estimate that dropouts cost the U.S. $77 billion each year in lost tax revenue, crime prevention and welfare payments. This does not include losses which result from educational disadvantages passed on by dropouts to their children.

The cost of dealing with dropouts, however, can be greatly reduced by a modest investment in preschool education. Studies show that a $1 investment in preschool programs in the present returns $6 in savings in lower welfare payments, higher worker productivity and lower costs due to crime down the road. This is quite a return on an initial investment.

The "Prekindergarten Early Dropout Intervention Act of 1988" would provide $25 million to establish a nationwide demonstration project of early intervention programs for 3 and 4-year olds. The goal of these programs is to reduce the number of children who later drop out of school by providing high quality early education which focuses on language and cognitive skills development.

I am not suggesting we push children too far, too fast. I am suggesting we must work to ensure that at-risk children -- primarily those from underprivileged families -- gain the basic

communications skills, reasoning skills, and attitude necessary to succeed in school.

The dropout situation demands a national response -- not a huge, expensive program, but one that provides limited support to the best local solutions. Our success in dealing with the dropout problem will go a long way in determining the future of this country. It is my hope that through effective early intervention, we can improve the lives of our citizens at home and enable them to be productive individuals. This, in turn, will help keep America competitive abroad.

Mr. Chairman, I thank you for your time and the opportunity to address the Committee on my bill.

The CHAIRMAN. Well, I thank you, Senator. As always, you have given strong reasons for the support of this program. We should address the financial side first, because around here, whether we like it or not, that is a measuring device. We were reminded in this Committee not long ago by the Chairman of the Committee for Economic Development that they targeted early intervention as being the number one priority to keeping America competitive—the number one priority.

Senator CHILES. It is interesting, Mr. Chairman, that when they began their study which led to those results, they had no idea—that was not in their mind at all—that was something that became imperative, really, to a group of sort of hard-nosed businessmen who weren't looking forward to starting something new.

The CHAIRMAN. And you pointed out in your testimony convincingly, the impact that early intervention has in terms of extended expenditures; you pointed out that for every dollar invested, you are effectively saving six dollars that would have to be expended, whether in terms of local taxes or State taxes or Federal taxes.

But I think you reminded us in your testimony of something else which we ought to keep an eye on. You are talking about early intervention, but this program is not only an education program, it is an anti-teenage pregnancy program, it is an anti-welfare program in terms of reducing the numbers of people who will go on welfare; it is a literacy program; it is a higher education program because these young people will have better opportunities to go on. It is an anti-crime program, because the incidence of people who have this experience have less contact with the law; and, as I mentioned earlier, an anti-drug program.

So it has these components. And even though you are emphasizing and stressing the question of the dropout element, it has all these other attendant factors.

Senator CHILES. I think that is so true. The U.S. Department of Education now is heralding a study with seniors that shows that there is a 30 percent reduction in the seniors' use of cocaine, and they are saying that's great. I am delighted with that. But that is seniors in high school.

At the same time that we are seeing that—and I assume that is a valid study—there is a tremendous increase in the number of deaths in emergency rooms and the numbers of incidents in emergency rooms, and the explosion that we see in "crack", which is cocaine. So obviously, we are seeing an explosion in the use of "crack", so it has got to be in those kids who are not seniors and who have dropped out. So I think the point that you make is just so borne out—if we can keep them in school, we have a much better chance of educating them against the drugs than we do if they are out on the street.

The CHAIRMAN. I welcome that important observation, because I know you are very much aware of the drumbeat we have heard over on the floor of the Senate, where we are looking for slick and easy answers to a lot of these problems. We have to do what is necessary, and I know you have supported those efforts. But we also have to recognize that earlier kinds of intervention make a big difference. And I think that this is something that is enormously important.

We know that we get these positive benefits when you provide a developmentally appropriate educational component—and we are not trying in your program to add another year of elementary school. We want to make sure that those who are providing the services are well-trained and decently-paid, and with small classes, I imagine, so we can get that kind of quality program for these young children.

I want to commend you, Senator. I believe that this is an area of enormous possibilities, and I think it is going to be something that this country must have to address. I think you are on the cutting edge of this program.

This bill will address the dropout problem. The loss of young minds and lives through these dropout experiences is a tragedy, both for so many of those young people, and for the country.

So it is a problem that has been with us. We haven't been successful in dealing with it in the past. I think that your proposal certainly is one of the most creative and imaginative that we have had before our Committee for a long time, and I am hopeful we will come to grips with this. I think we all realized we will be hard-pressed this year, but I think it has to be on the front burner in another Congress, and we will look forward to recognizing your very special and unique contribution to its achievement when it is.

Senator CHILES. Well, I thank you, Mr. Chairman. You know, historically if people want to go back, we had a dropout rate much, much higher than this in the early days of this country, when we literally educated 20 to 30 percent of the people who got an education. But at that time, based on how our society worked and where the jobs were out there, you didn't have to have that.

Now, we see a situation which, literally, to work at a McDonald's, you have got to be able to operate a computer now, and you have got to have almost high school skills. So what has happened now is the explosion in the change of technology and information and what is out there now and the high skills that are necessary just dictate that we cannot tolerate these figures.

The CHAIRMAN. I think we spend—and you are the expert on the expenditure side of things—but I have heard that as a Nation we spend about $250 billion on elementary, secondary, and higher education, and less than one percent of that figure for children who are age five or younger—not that money is going to be the answer, but there is a dramatic disparity between early intervention and later intervention. I think we recognize the importance of investing in education, but we don't back this up by allocating resources to the early years.

We have benefited in recent times from the very convincing evidence that this investment in early intervention—and it is an investment—has enormous potential.

We welcome you to our hearing here and hope that you will participate, although we know you have many other responsibilities.

Senator CHILES. I would like to join you for a few moments. I think we have some outstanding witnesses to hear from.

The CHAIRMAN. Good, wonderful. Thank you.

We now welcome Dr. Cullar, currently Deputy Director for Instructional Programs for the Florida Department of Education, where she manages Compensatory Education Curriculum Services

and Early Childhood Education Programs. Dr. Sherwood is the Director of the Department of Basic Skills, Dade Public Schools. His doctorate is in the area of early childhood/elementary education. He has been involved in early childhood education for over 31 years and is responsible for establishing preschool programs for the Dade County public schools. And Mr. Tom Peterson has recently taken a leave of absence from his job as an assistant Florida State Attorney to head the Schools and Neighborhood Consortium, Dade County, Florida. He is the author of a report issued by the Dade County Grand Jury which focused on school dropout program and possible solutions.

Dr. Cullar, we will start off with you.

STATEMENTS OF DR. WENDY CULLAR, DEPUTY DIRECTOR, DIVISION OF PUBLIC EDUCATION, STATE OF FLORIDA, TALLAHASSEE, FL; DR. CHARLES SHERWOOD, DIRECTOR OF BASIC SKILLS, DADE COUNTY SCHOOL SYSTEM, MIAMI, FL, AND TOM PETERSON, ESQUIRE, ASSISTANT STATE ATTORNEY, ELEVENTH JUDICIAL CIRCUIT OF FLORIDA, MIAMI, FL

Dr. CULLAR. Thank you, Mr. Chairman, Senator Chiles.

I am Wendy Cullar, deputy director of the Division of Public Schools, representing Florida Commissioner of Education, Betty Castor.

I am pleased to be testifying for Senator Lawton Chiles' S. 2035, Prekindergarten Early Dropout Intervention Act of 1988.

We in Florida join with the rest of the country in commenting Senator Chiles for his long and productive service to education. Not only while in Washington has he supported education, but during his 12 years as a Florida legislator, he sponsored some of our most important State legislation in education.

For example, in 1968, he was cosponsor of Florida's legislation to serve all handicapped and gifted students.

S. 2034 represents Senator Chiles' continuing commitment to meet the needs of Florida's children.

I wish to share with you the experience of one State. Although some Florida school districts were serving small numbers of preschool children in programs for handicapped or migrant children before 1986, there was no State initiative focusing resources on disadvantaged three- and four-year-old children.

In 1986, then State Senator Betty Castor sponsored legislation establishing the Prekindergarten Early Intervention Program for disadvantaged preschool children.

This Florida legislation has incorporated into State policy the positive results of the past 25 years of research in early childhood education. Its stated intent recognizes that high-quality prekindergarten education programs increase children's chances of achieving future educational success and becoming productive members of society. It is further stated that early intervention programs be developmental and serve as preventive measures for children at risk of educational failure.

In 1986, eight pilot programs were funded. Some, like those in Dade County School District and Liberty County School District, built on programs for disadvantaged children that were in exist-

ence. Other districts initiated new programs on the campus of elementary schools or through contracts with private high-quality child care centers.

During this current school year, 1987–88, 19 pilot programs have been funded. Commissioner Castor has requested $43 million for Statewide implementation on a voluntary basis of prekindergarten early intervention programs.

The strength of our approach in Florida is building on and expanding existing quality preschool programs such as Head Start, as well as beginning new programs in disadvantaged neighborhoods. The programs emphasize parent involvement activities as well. Our efforts have been overseen by a State Advisory Council on Early Childhood Education. The Council members actively support interagency cooperation and high-quality programs.

We have been encouraged by the findings of the Committee for Economic Development that you referenced earlier in the report, "Children in Need". This report clearly ties the needs of the American business community for a well-educated, well-qualified work force to the growing number of children living in poverty. As CED member, Owen Butler, formerly of Procter and Gamble, said:

> Much to our surprise, we found as our overriding conclusion that the best single investment to make in the quality of education and the future of our economy was to invest in a minimum of one year of very high-quality nurturing and preschool education for every disadvantaged three-year-old.

We have also been encouraged by the recent statements of Ed Zigler, of Yale University, who assisted in implementing Head Start. Dr. Zigler emphasizes the developmental needs of three- and four-year-olds. He envisions American schools becoming full-service schools that would provide high-quality programs for three- and four-year-olds who need to grow, play, explore, and create. These schools also support the family and provide parenting education, information and referral services, and family involvement activities.

What is unique about S. 2034 is its formal recognition of the importance of language development and the early identification of potential dropouts. In Florida we have recognized the critical nature of language in a child's school success and offer to you as a model our experience and results in the development of the Florida Language Screening System.

The University of Florida under contract to the Florida Department of Education developed a comprehensive standardized language screening instrument which detects potential language disorders.

Senator Chiles' bill will support the efforts of Florida and other States which recognize the sound investment in prekindergarten early intervention programs and parent education programs. The Florida Department of Education stands ready to cooperate in the implementation of this fine bill.

I would be happy to answer any questions.

[The prepared statement of Dr. Cullar follows:]

FLORIDA DEPARTMENT OF EDUCATION
Betty Castor
Commissioner of Education

TESTIMONY BEFORE THE
U.S. SENATE
COMMITTEE ON LABOR AND HUMAN RESOURCES
S. 2034
"Prekindergarten Early Dropout Intervention Act of 1988"
May 27, 1988

I am Wendy Cullar, Deputy Director of the Division of Public Schools representing Florida's Commissioner of Education, Betty Castor.

I am pleased to be testifying for Senator Lawton Chiles' S. 2034, "Prekindergarten Early Dropout Intervention Act of 1988." We in Florida join with the rest of the country in commending Senator Chiles for his long and productive service to education. Not only while in Washington has he supported education but during his 12 years as a Florida Legislator he sponsored some of our most important state legislation in education. For example, in 1968, he was cosponsor of Florida's legislation to serve all handicapped and gifted students. S. 2034 represents Senator Chiles continuing commitment to serve the needs of America's children.

Although some Florida school districts were serving small numbers of preschool children in programs for handicapped or migrant children before 1986 there was no State initiative focusing resources on disadvantaged three and four year old children. In 1986, the then State Senator Betty Castor sponsored legislation establishing the Prekindergarten Early Intervention Program for disadvantaged preschool children.

Tallahassee, Florida 32399
Affirmative action/equal opportunity employer

This Florida legislation has incorporated into State policy the positive results of the past 25 years of research in early childhood education. Its stated intent recognizes "that high quality prekindergarten education programs increase children's chances of achieving future educational success and becoming productive members of society." It is further stated that early intervention programs be "developmental and serve as preventive measures for children at risk of educational failure."

In 1986, eight pilot programs were funded, some like those in Dade County School District and Liberty County School District built on programs existing before 1986. Other districts initiated new programs on the campus of elementary schools or through contracts with private high quality child care centers.

During this current school year, 1987-88, 19 pilot programs have been funded from $1,620,000 of state funds. Commissioner Castor has requested $43 million dollars for state-wide implementation on a voluntary basis of prekindergarten early intervention programs for 1988-89.

The strength of our approach in Florida is building on and expanding existing quality preschool programs such as Headstart as well as beginning new programs in disadvantaged neighborhoods. The programs emphasize parent involvement activities as well. Our efforts have been overseen by a State Advisory Council on Early Childhood Education. The Council members actively support interagency cooperation and high quality programs.

We have been encouraged by the findings of the Committee for Economic Development outlined in the report, "Children In Need: Investment Strategies for the Educationally Disadvantaged." This report clearly ties the needs of the American business community for a well-educated and well-qualified work force to the growing number of children living in poverty. As CED member, Owen Butler, formerly of Proctor and Gamble, said:

"Much to our surprise, we found as our overriding conclusion that the best single investment to make in the quality of education and the future of our economy was to invest in a minimum of one year of very high quality nurturing and pre-school education for every disadvantaged three-year-old in America."

The "Children In Need" report also made us aware of the cost effectiveness studies of the U.S. House Select Committee on Children, Youth and Families. These studies provided us with the data that $1 invested in quality preschool education returns $4.75 because of lower costs of special education, public assistance and crime.

We have also been encouraged by the recent statements of Ed Zigler, Yale University, who assisted in implementing Headstart. Dr. Zigler emphasizes the developmental needs of three and four year olds. He envisions American schools becoming full-service schools that would provide high-quality programs for three and four year olds who need to grow, play, explore and create. These schools also support the family and provide parenting education, information and referral services and family involvement activities.

The tie between preventing dropouts and quality preschool programs has been well documented in the outcomes of the Perry Preschool Project in Michigan. We applaud Senator Chiles for incorporating this in his bill.

What is unique about S. 2034 is its formal recognition of the importance of language development and the early identification of potential dropouts.

In Florida we have recognized the critical nature of language in a child's school success and offer to you as a model our experience and results in the development of the Florida Language Screening System. The University of Florida, under contract to the Florida Department of Education, developed a comprehensive standardized language screening instrument which detects

potential language disorders in kindergarten and grade one students. The screening instrument is a rapid, comprehensive and reliable instrument which could be adapted for three and four year olds.

Senator Chiles' bill will support the efforts of Florida and other states which recognize the sound investment in prekindergarten early intervention programs and parent education programs. The Florida Department of Education stands ready to cooperate in the implementation of this fine bill.

I would be happy to answer any questions.

The CHAIRMAN. Thank you very much.

Maybe we'll hear from the whole panel first and then we'll get into the questions.

Dr. Sherwood?

Dr. SHERWOOD. Charles Sherwood, Director of Basic Skills, Dade County, Florida.

I am privileged to have an opportunity to describe briefly our experiences with prekindergarten education in the Nation's fourth-largest school district.

Dade County, Florida has undergone drastic changes in the past decade. We have coped with the Mariel boatlift, riots in inner-city neighborhoods, extensive Haitian immigration, an influx of Central American refugees, massive drug smuggling, and rapid growth.

Our schools are so overcrowded that the voters just approved a $980 million bond issue to build 49 new schools and renovate or expand 250 others.

The CHAIRMAN. That is really amazing. You don't hear about many bond issues being successful in the areas of education.

Dr. SHERWOOD. This was absolutely essential. I think it is probably the largest one the country has ever had. That is in addition, also, to funds from the State legislature, which will really raise this to about $1.4 billion for construction.

The CHAIRMAN. That is amazing.

Dr. SHERWOOD. Of our 25,000 new kindergarten children each year, more than 10,000 are enrolled in English for Speakers of Other Languages. Achievement test scores in many schools are in the bottom quartile on national norms.

Several years ago, Florida State University assisted us in studying the reading ability of tenth grade students in an inner-city high school. The investigators traced students back to kindergarten through test scores, grades, and anecdotal records and found that disadvantaged children started school as much as two years behind their middle-class counterparts in language development and cognitive skills. Many fell further behind each year they attended school, so that the accumulated deficit by the time they reached high school amounted to five or six years.

A review of research supported the idea that there was more potential in providing prekindergarten intervention than in trying to remediate high school students.

For the past three years, we have operated a preschool intervention program for disadvantaged inner-city children. We were encouraged in this effort by a grant from the Florida legislature, administered by the State Department of Education. We devised a curriculum based on early childhood research, especially the High Scope Program from Ypsilanti, Michigan, that focused on the needs of the culturally different, economically disadvantaged, and frequently language-handicapped children in inner-city neighborhoods in Dade County. These neighborhoods consist primarily of public housing projects with young, single-parent families, supported largely by AFDC funds.

At one of our sites, for example, 76 percent of family income is from welfare, 19 percent comes from wages, and 5 percent from Social Security. Crime is epidemic. Many of the mothers are teenagers, and drug sales and prostitution are common.

An ever-increasing number of the children speak little or no English. The children in our program qualify for free lunches and have pre-test scores that put them in the at-risk category.

Our preschool program accelerates the academic, linguistic and social/behavioral performance of the children by providing experiences in enhanced language acquisition and mastery, self-concept, and attention span. These attributes lead to general school readiness, with an emphasis on listening and oral communication skills. Opportunities are provided for the children to interact with other children, with their teachers, and with adults from the community.

No preconceived demands are made by the curriculum. Each child is encouraged to develop his or her unique talents and abilities.

The Preschool Intervention Program opened in September 1985 in two HUD community centers, Larchmont Gardens and Liberty Square. A third center opened in 1986 at Pine Villa. This year, using funds from the State grant, our Federal Chapter 1 Program, and from the local school board, we have a total of 28 centers with at least 7 more scheduled to open next fall. As space and funds become available, the program will be expanded to serve children from the attendance areas of all 80 of our Chapter 1 schools.

The most important question to ask about any intervention program is: Does it work?

We see spectacular changes in children—withdrawn, frightened, language-limited youngsters become happy little chatterboxes who delight in listening to stories, talking to adults, and showing off the poems, songs and artwork that they have had included in their curriculum.

Our program is evaluated annually by the district's Office of Educational Accountability. Last year, the report stated: "Analyses showed that the four-year-old Pine Villa pupils obtained a gain of 24 percentile points, the Larchmont Gardens four-year-olds achieved a gain of 39 percentile points, and the Liberty Square children made a gain of 13 percentile points, all above and beyond what would be expected from a year of maturation.

Reports from the kindergarten teachers who received the pupils following the prekindergarten year are enthusiastic. The consensus is that the children are truly ready for school.

In summary, our experience in Dade County convinces us that preschool intervention programs can make a difference for disadvantaged children that will enable them to function successfully in elementary school and beyond. Significant Federal funding would allow school districts to meet the needs of these students without damaging the basic educational program in kindergarten through twelfth grade.

Therefore, I would like to express the support of the Dade County Public School District for Senate Bill 2034.

Thank you.

The CHAIRMAN. Thank you.

[The prepared statement of Dr. Sherwood and responses to questions submitted by Senator Stafford follow:]

PRESENTATION TO U.S. SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

Charles Sherwood, Director
Department of Basic Skills
Dade County Public Schools
1450 N. E. Second Avenue
Miami, Florida 33132

I am here today to speak on behalf of Senator Chiles' "Prekindergarten Early Dropout Intervention Act of 1988", Senate Bill 2034. I am privileged to have been selected to describe to you our experiences with prekindergarten education in a major urban area over the past three years.

Dade County, Florida is a community in transition. In less than a decade, the Miami area has coped with the Mariel boatlift, riots in inner-city neighborhoods, extensive Haitian immigration, an influx of Central American refugees, massive drug smuggling, and rapid growth. These factors have affected every aspect of life in the metropolitan area.

Obviously, the impact on the public school system has been tremendous. Schools are overcrowded, so desperately that voters two months ago approved a 980 million dollar bond issue for construction of 49 new schools and the renovation of 250 others. More than 10 thousand kindergarten children every year are enrolled in English for Speakers of Other Languages. Standardized achievement test scores in many schools are in the bottom quartile on national norms.

Several years ago, the Dade County Public Schools cooperated with researchers from Florida State University to study the reading achievement of tenth grade students in an inner-city high school. The investigators found many students reading at primary grade levels. They traced their records--test scores, grades, attendance, anecdotal records--back to kindergarten. Data analysis indicated that disadvantaged children started school as much as two years behind middle-class children in language development and cognitive skills. Many fell further behind each year they attended school, so that the accumulated deficit by high school was frequently six or seven years on standardized tests: tenth graders who read at third or fourth grade level. Our studies of the dropout problem have made it very clear that poor academic achievement, and retention in grade and the poor self-esteem that results, are major causes of school dropout. According to our records, approximately one student in four drops out of school between the eighth and twelfth grades.

Remedial instruction for secondary school students has not been particularly successful in most school districts across the country. Poor motivation, low self-esteem, and the propensity of poor readers to drop out of school are constant problems. A review of research literature supported the idea that there was more potential in providing prekindergarten intervention to eliminate the need for later remediation.

For the past three years, the Dade County Public Schools have operated a preschool intervention program for disadvantaged inner-city children. We were encouraged in this effort by a grant from the Florida Legislature, administered by the Department of Education. A legislative task force, appointed by the President of the Florida Senate and the Speaker of the Florida House of Representatives, served initially as the "school board" for a pilot program designed to alleviate the chronic cognitive and experiential deficits that have afflicted inner-city children for many years.

Based upon research from several studies, including the High/Scope program undergirding the Perry Preschool Project in Ypsilanti, Michigan, a curriculum was devised to meet the needs of the culturally-different, socially-disadvantaged, and frequently language-handicapped children in inner-city neighborhoods in Dade County.

The children targeted for the preschool intervention program are three- and four-year-old youngsters living in neighborhoods identified as "at risk" locations. These neighborhoods consist primarily of public housing projects with young, single-parent families supported largely by AFDC funds. In one of our sites, for example, 76% of family income is from welfare, 19% comes from wages, and 5% is from social security. Crime is rampant; many of the mothers are teenagers, and drug sales and prostitution are common. An increasing number of the children are Haitian and Central American refugees, who have limited, if any, command of English. The children accepted for the program qualify for free or reduced price lunches and/or breakfasts: many are too linguistically handicapped to cope with the public school kindergarten program.

The Dade County Preschool Intervention Program is intended to accelerate the academic, linguistic, and social-behavioral performance of the children involved by providing a variety of experiences designed to enhance language acquisition and mastery, self-concept, social adaptation, and attention span. These characteristics lead to general school readiness, with an emphasis on the essential skills of listening and oral communication, on which all school achievement is based. The program is developmental, not remedial. Children are encouraged to explore, to question, to discover for themselves. Opportunities are provided for them to interact with other children, with their teachers, and with adults from the community. Verbalization of those experiences is stressed; communication between and among different age, social, and racial groups is encouraged. No preconceived demands are made by the curriculum; each child is encouraged, but not forced, to develop his or her unique talents and abilities.

The Preschool Intervention Program opened in September, 1985, in two HUD community centers, Larchmont Gardens and Liberty Square. A third center opened in 1986, at Pine Villa. This year, using funds from the state grant, our federal Chapter 1 program, and the local school board, we are operating a total of 28 centers, with at least seven more scheduled for 1988-89. The news from Tallahassee is that the legislature will provide some additional state

money, which will be used to provide prekindergartens in more neighborhoods. As funds and space become available, the program will be expanded to include the children who reside in the attendance areas of all 80 of our ECIA Chapter 1 schools.

The most important question about any intervention program is, "Does it work?" Subjectively, we see spectacular changes in individual children: withdrawn, frightened, language-limited youngsters become participating, happy, little chatterboxes who delight in listening to stories, talking to adults, and showing off the poems, songs, and art activities that are included in the curriculum. Objectively, the Preschool Intervention Program is evaluated annually by the district's Office of Educational Accountability. At the end of last year, the report stated: "Analyses showed that the four-year-old Pine Villa pupils obtained a gain of 24 percentile points, the Larchmont Gardens four-year-olds achieved a gain of 39 percentile points, and the Liberty Square four-year-olds made a gain of 13 percentile points--all above and beyond what would be expected from a year of maturation." Copies of the 1986 and 1987 evaluation reports are attached.

The cost of the Preschool Intervention Program during its second year of operation, with five teachers and eight teacher aides, was approximately $250,000. The number of students in the Preschool Intervention Program varied during the year because of the mobility of families in the area being served. The total number of students registered, tested, and included at various times in the program exceeded 130; the number of program completers was 107.

The ratio of staff to children in all of the program sites was targeted at 1/8. On an average daily attendance basis, the actual operating ratio was one adult to seven children. Parent involvement has grown rapidly, and the prekindergarten programs all have their own parent/teacher organizations.

The staff members of the Preschool Intervention Program believe that the program in its first three years of operation has been highly successful. Reports from kindergarten teachers who received the first group of preschool participants in the fall of 1986 were equally enthusiastic; the consensus was that these children were truly ready for school. Of the first year's four-year-olds, who became kindergarteners at Little River and Martin Luther King Elementary Schools, not one had to be assigned to preventative strategies under Florida's Primary Education (PREP) legislation.

In summary, our experience in Dade County convinces us that preschool intervention programs provide disadvantaged children with appropriate instruction and opportunities for growth that will enable them to function successfully in the regular school program at kindergarten and beyond. Significant Federal support would allow school districts throughout the country to meet the needs of these pupils without causing a negative fiscal impact on the basic educational program in kindergarten through grade twelve. Therefore, I would like to express the support of the Dade County Public School District for Senate Bill 2034, with the hope that a higher level of funding will be provided in the future.

Thank you.

OFFICE OF EDUCATIONAL ACCOUNTABILITY

M E M O R A N D U M

August 13, 1987

TO: Dr. Charles Sherwood, Director
Department of Basic Skills

FROM: Norman Proller, Coordinator NP
Program Evaluation Department, (OEA)

SUBJECT: EVALUATION OF 1986-87 PRESCHOOL INTERVENTION PROGRAM

To ascertain the extent to which this Project impacted its participants' cognitive abilities, the Pennsylvania Preschool Inventory (PPI) and the Cooperative Preschool Inventory (CPI) were administered to its three and four year olds, respectively, in the fall of 1986 and approximately nine months later, in the late spring of 1987. Examination of results derived from applying a paired t-test to these pre and posttest administrations revealed that the three year olds achieved statistically significant gains ($t = 13.56$, $p<0.001$) as did the four year olds ($t = 14.80$, $p<0.0001$). (See Tables Ia and Ib.) When the data were broken out by age and school, statistically significant gains of the same magnitude were achieved for both age groups at all three schools. (See Tables IIa - IIf).

Additional analyses were performed by converting the four year olds' pre and posttest scores into percentiles utilizing the national norms depicted in the 1970 handbook of the C.P.I. (Note - there are no national norms for three year olds). Examination of these figures revealed that the four year olds achieved mean percentile scores of 63 on the pretest and 89 on the posttest. This 26 percentile increase from pre to posttesting suggests that the participants achieved cognitive gains considerably above what would be expected from spending one school year in a typical preschool program. (See Table Ib).

When the data were broken out by school, analyses showed that the four year old Pine Villa pupils obtained a percentile gain of 24 points, the Larchmont Gardens four year olds achieved a percentile gain of 39 points; and the Liberty Square four year olds made a gain of 13 percentile points above and beyond what would be expected from spending one year in a typical preschool program.

NP:cj

Attachments

TABLE Ia

Project's Impact on Participants' Cognitive Abilities

3 Year Olds

Posttest Mean	Pretest Mean	Mean Difference	t Score	Probability of t
33.74	15.95	17.79	13.56	0.0001

TABLE Ib

Project's Impact on Participants' Cognitive Abilities

4 Year Olds

Posttest Mean	Pretest Mean	Mean Difference	t Score	Probability of t
46.98 (89%)	28.42 (63%)	18.56	14.80	0.0001

TABLE IIa

Project's Impact on Participants' Cognitive Abilities

School: Pine Villa Elementary

3 Year Olds

Posttest Mean	Pretest Mean	Mean Difference	t Score	Probability of t
39.46	18.53	20.93	14.36	0.0001

TABLE IIb

Project's Impact on Participants' Cognitive Abilities

School: Pine Villa Elementary

4 Year Olds

Posttest Mean	Pretest Mean	Mean Difference	t Score	Probability of t
53.27 (97%)	32.73 (73%)	20.27	9.95	0.0001

TABLE IIc

Project's Impact on Participants' Cognitive Abilities

School: Larchmont Gardens

3 Year Olds

Posttest Mean	Pretest Mean	Mean Difference	t Score	Probability of t
32.36	10.18	22.18	9.96	0.0001

TABLE IId

Project's Impact on Participants' Cognitive Abilities

School: Larchmont Gardens

4 Year Olds

Posttest Mean	Pretest Mean	Mean Difference	t Score	Probability of t
46.24 (87%)	24.12 (48%)	22.12	1.8269	0.0001

TABLE IIe

Project's Impact on Participants' Cognitive Abilities

School: Liberty Square

3 Year Olds

Posttest Mean	Pretest Mean	Mean Difference	t Score	Probability of t
28.56	17.50	11.06	5.41	0.0006

TABLE IIf

Project's Impact on Participants' Cognitive Abilities

School: Liberty Square

4 Year Olds

Posttest Mean	Pretest Mean	Mean Difference	t Score	Probability of t
44.00 (82%)	30.12 (69%)	13.88	7.11	0.0001

OEA:8/87:NP:cj/MEMO2
PRESCHOOL INTERVENTION

90-155 0 - 88 - 2

OFFICE OF EDUCATIONAL ACCOUNTABILITY

MEMORANDUM

July 15, 1986

TO: Dr. Charles Sherwood, Director
Department of Basic Skills
Division of Elementary and Secondary Instruction

FROM: Norm Proller, Coordinator NP
Program Evaluation

SUBJECT: EVALUATION OF THE DCPS PRESCHOOL INTERVENTION PROGRAM

To ascertain the extent to which the DCPS Preschool Intervention Program impacted its participants' cognitive development, a norm-referenced analysis procedure was utilized to examine students' scores on the Pennsylvania Preschool Inventory (PPI).

The PPI, an instrument developed by Dr. Russell Dusewicz, measures the relative cognitive development of young children. It was normed in the state of Pennsylvania using only preschool, kindergarten, and first grade ESEA Title I eligible children (n=3,212). Its Kuder Richardson reliability estimate is .93 (Benes and Dusewicz, 1975), and in 13 test-retest reliability studies, coefficients range from .62 to 90 with the majority falling in the .80's (Anttonen, 1970). Kuder Richardson 21 reliability estimates ranged from .85 to .87 (Anttonen, 1976).

In several studies examining the instrument's concurrent validity, it was found that correlations between the PPI and the Stanford-Benet were .85 (n=20) and .90 (n=65); correlations between the PPI and the Slosson Intelligence Test were .78 (n=20 and .86 (n=65); and correlations between the PPI and the Peabody Picture Vocabulary Test were .68 (n-20) and .91 (n=65).

The norm-referenced analysis mentioned above was used to ascertain the extent to which statistical and/or practical significance occurred with regard to the participants' pre and posttest scores on the PPI. For purposes of this evaluation, all children who were involved with the program for at least 91 days were included in the analyses. Examination of the data revealed that when the three and four year old children's scores from both schools were analyzed together as a group, the results were statistically significant beyond the .001 level for both raw and Normal Curve Equivalency (NCE) scores. Similarly, when the three and four year olds' scores at Larchmont Gardens were analyzed together, the results for both raw and NCE scores were again statistically significant beyond the .000 level. The same significance occurred for both raw and NCE scores when the three and four year olds' scores at Liberty Square were analyzed as a group. When <u>just</u> the three years olds' scores from both schools were analyzed, the significance level for the raw scores was beyond the .00 level while the significance for the NCE scores was beyond the .05 level. When just the four year olds' scores from both schools were analyzed, the significance for both raw and NCE scores returned to the .000 level.

In short, analyses of the DCPS Preschool Intervention Program data suggest that the DCPS Preschool Intervention Program is significantly impacting both its three and four year old consumers' cognitive development, even after an attempt is made to control for the influence of maturational effects (by using norm-referenced methodological analyses).

NP/lp

cc: Mr. Mike Conte
Dr. Ray Turner
Dr. Robert Stephenson
Mr. Horace Martin
Dr. Bob Collins

DADE COUNTY PUBLIC SCHOOLS

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SUPERINTENDENT OF SCHOOLS

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June 14, 1988

Mr. James W. Powell, Editor
Committee on Labor and Human Resources
United States Senate
Washington, D. C. 20510

Dear Mr. Powell:

As Senator Kennedy requested, I am submitting the following comments in response to Senator Stafford's questions.

1. "Dr. Sherwood, as an expert in early childhood, how early do you believe we should provide education programs for children?"

Philosophically, children need a nurturing, stimulating enviornment from birth. For a great many children, this is most appropriately provided within the family. However, when the family is not intact or capable of providing the necessary child care, social intervention is appropriate.

From a pragmatic standpoint, on the other hand, there are limits to the availability of funds, staff, and space to house programs for all preschool children. Speaking for an urban school district, our experience has been that a program for four-year-olds is the most cost-effective. Measurable gains with instruments that assess school readiness and later achievement are the greatest at the four-year-old level. Our need is to reduce the incidence of school failure and later dropout; I believe that for a given amount of resources we get the greatest return from a program for four-year-old children.

2. "Can you highlight some of the specific benefits the early childhood program has to the Dade County community?"

The most apparent benefit, one that surfaced at the end of the first year of operation, was that the number of children who had to be assigned to preventative strategies (to overcome significant deficits in school readiness) was reduced from 50-60% in comparable inner-city neighborhoods to zero. A similar result occurred after the second and third years of the program when it was expanded to two additional neighborhoods. In general, the only children who do not achieve developmental or enrichment levels are those who are extremely limited in their understanding or use of English. Even these children demonstrate very large gains, and usually move out of preventative strategies during the first months of kindergarten.

We are embarking on a longitudinal study of the prekindergarten intervention children that will follow them for a number of years. Our intent is to ascertain the extent to which the early gains persist, and the effect that the early start has on academic achievement--especially in reading and mathematics--as the children progress through the elementary grades.

There have been other, less tangible benefits as well. The communities in which the preschool programs operate have shown improvements in parental participation, attitudes toward school, and cooperation with social agencies. The early diagnosis of vision and hearing deficits and other health problems has improved the quality of life for the four-year-olds, and, sometimes, for their siblings as well. Interagency cooperation, with Head Start, Title XX, church and private day care facilities, has improved markedly. An interagency coordination council, required by Florida law, has resulted in joint efforts to improve programs and share information and resources. Our next venture will be a cooperative relationship with handicapped preschool programs to permit mainstream experiences whenever appropriate.

If there are other questions about Dade County Prekindergarten programs, they may be addressed to Dr. Gloria McPhee at the address above. I can be reached after June 23 at the Bureau of Curriculum Services, Knott Building, Florida Department of Education, Tallahassee, Florida 32399.

Sincerely,

Charles Sherwood, Director
Department of Basic Skills

CS/jw

Mr. PETERSON. Senator Kennedy, Senator Chiles, I very much appreciate the opportunity to speak on behalf of Senator Chiles' Prekindergarten Early Dropout Intervention Act of 1988.

Until 1985, I served as Chief Assistant to Dade State Attorney Janet Reno. One of my principal functions was to handle all presentations to the Dade County Grand Jury. Grand juries in Florida handle not only criminal matters, but also look into matters which impact upon the health, safety and welfare of the community.

In my ten years in that capacity, in addition to presenting literally hundreds of murder indictments, I had the occasion to investigate a broad range of issues, and in 1981, we looked for nearly a year at the topic of the high school dropout and inner-city schools.

We visited schools and took testimony from dozens of local and national educational experts, interviewed hundreds of dropouts and teachers, using a team of interviewers. The Grand Jury reports which ensued found what the experts already knew: To address the dropout problem, we must begin to address problems at the elementary school level, because that is where failure and the loss of confidence begin.

Yet to address problems at the elementary school level is, we quickly learned, to address them too late, for what children learn or do not learn from birth to the first day of kindergarten will determine how well they will do thereafter. And if they come from the housing projects in which I have spent the last three years, in the absence of prekindergarten intervention, they will not do well.

I had occasion as part of that Grand Jury investigation to look at the grade-by-grade test scores in the elementary schools in Miami's Liberty City. Stanford reading scores, with a national average percentile score of 50, rarely were above 15 in the schools serving the kids from the housing projects.

The Grand Jury report also indicated that to address the problem of failures in schools in poor neighborhoods, we must in fact look beyond the schoolyard to the neighborhoods and homes from which these children come.

Any meaningful strategy to reverse school failure must also address the disintegration of the institutions of family and neighborhood around the schools in the context of the frightening phenomenon of the feminization of poverty.

Following the publication of that Grand Jury report, the State Attorney proposed to the school superintendent and to the county managers that we undertake a unique experiment in intergovernmental cooperation. Over the course of the next three years, we would identify several specific neighborhoods in which we would jointly attempt to introduce coordinated efforts to address the problems in those neighborhoods. We would do so only at the neighborhood level, and we would use only existing public resources to do so, while attempting to involve the private sector and private financing.

The total public budget would be limited each year to $100,000 for all salaries and expenses, divided in equal shares by the prosecutor's office, the school system, and the county government. I agreed to take a leave of absence, which I am still on, to become coordinator of this effort, to test the conclusions of the Grand Jury report just issued.

The first neighborhood selected was a housing project already mentioned by Dr. Sherwood by the name of Larchmont Gardens. There are, I point out, no gardens in Larchmont Gardens. But what there is there is the feminization of poverty. Nine out of ten households are headed by single women raising children in poverty.

Of the 400 families there, only two are married couples. And there is poverty: eight out of ten households subsist on AFDC, which in Florida translates to $280 per month for a mother and three children. There is crime: one of every three male adolescents between ages 14 and 18 has been adjudicated a delinquent. There is teen pregnancy: one of every two females between ages 17 and 23 had at least one child while still a teenager. There is substance abuse: "crack" addiction is rampant, and one gets a sense of the tragic impact of "crack" on the lives of women and children at Larchmont Gardens when night falls and emaciated women walk the streets, and many apartments remain dark because the electricity was shut off just after the last piece of furniture was sold in order to buy "crack".

The children of Larchmont Gardens are clearly at risk. Many of these children will, of course, drop out of school, but they will not drop out of our lives. They will linger to haunt our pocketbooks, if not our individual or collective consciences. They will, unless legislation such as is proposed by Senator Chiles is passed—and passed as a matter of urgent priority—fill our welfare rolls and our jails.

Senator Chiles' bill will not, of course, address all of these social problems, but we must start somewhere. As Lisbeth Schorr points out in the last chapter of her groundbreaking new book, *Within our Reach: Breaking the Cycle of Disadvantage:* "We know how to intervene to reduce the rotten outcomes of adolescence and to help break the cycle that reaches into succeeding generations. Unshackled from the myth that nothing works, we can mobilize the political will to reduce the number of children hurt by cruel beginnings. By improving the prospects of the least of us, we can assure a more productive, just, and civil Nation for all of us."

There are no panaceas, either in life or in the housing projects; yet, as Ms. Schorr vividly points out, we do know beyond question that some strategies do work and have worked and will work again. Among those proven strategies are preschool intervention, including intervention for both parent and child.

Preschool programs alone will not win the war on the feminization of poverty, but this is, as Lisbeth Schorr argues so persuasively, a winnable war, provided we merely unshackle ourselves from negativism and learn from the lessons of strategies that have worked.

Preschool programs not only have worked, but can provide a building block around which other pieces can be placed which can also work, and together they can make a difference.

I conclude by reminding you that I come to you from a prosecutor's office, and I expect the message I bring is not one that might generally be anticipated from that point of origin.

I will close with one more excerpt from Ms. Schorr's book, herself quoting Governor Martha Layne Collins of Kentucky: "Early childhood programs cost money—sometimes a lot of it. But crime costs more."

Thank you.

[The prepared statement of Mr. Peterson follows:]

PRESENTATION TO U.S. COMMITTEE ON LABOR AND HUMAN RESOURCES

By Thomas K. Petersen,
Assistant State Attorney
Dade State Attorney's Office
1351 N.W. 12 Street
Miami, Florida 33125

I very much appreciate the opportunity to speak on behalf of Senator Chiles' Prekindergarten Early Dropout Intervention Act of 1988.

I will speak of the urgent need for the enactment of this proposed legislation from the context of my own journey, over the course of the last three years, from prosecutor's office and grand jury room to public housing projects filled with broken families, broken lives and children at risk, literally at risk of death at too early an age: spritual and intellectual death for boys and girls who will enter kindergarten ill-prepared, who will score one-third to one-half below their non innercity counterparts and who will drop out of school. And although they will drop out physically at age 16, they will in fact, unfortunately, have dropped out mentally at age five or six.

Until 1985 I served as Chief Assistant to Dade State Attorney Janet Reno. One of my principal functions was to handle all presentations to the Dade County Grand Jury. Grand Juries in Florida handle not only criminal matters, but also look into matters which impact upon the health, safety and welfare of the community. In my eight years in that capacity, in addition to presenting literally thousands of murder indictments, I had the fortuitous and facinating occasion to investigate conditions in nursing homes, the environment, the juvenile justice system and, in 1984, we looked for nearly a year at the topic of the High School Dropout and the Innercity School. We visited schools and took testimony from dozens of local and national educational experts, interviewed hundreds of dropouts and teachers using a team of interviewers.

The Grand Jury Report which ensued found what the experts have found and know: to address the dropout problem we must begin to address problems at the elementary school level for that is where failure and the loss of confidence begin. Yet to address problems at the elementary school level is, we quickly learn, to address them too late, for what children learn, or do not learn, from birth through the first day of kindergarten will determine how they will do thereafter. And if they come from the housing projects in which I have spent the last three years, in the absence of prekindergarten intervention, they will not do well. I had the occasion, as part of that grand jury investigation, to

look at the grade by gede test scores in the elementary schools in Miami's Liberty City: Stanford reading scores with a national average percentile score of 50 in these schools rarely were above 20 in the schools serving the kids from the projects.

And the grand jury also indicated in their report that to address the problem of failure in schools in poor neighborhoods we must in fact look beyond the schoolyard to the neighborhoods and homes from which these children come. Any meaningful strategy to reverse school failure must also address the disintegration of the institutions of family and neighborhood around the schools in the context of the frightening phenomenon of the feminization of poverty.

Following the publication of that Grand Jury Report, the State Attorney proposed to the School Superintendent and to the County Manager that we undertake a unique experiment in intergovernmental cooperation. Over the course of the next three years we would identify several specific neighborhoods in which we would jointly attempt to introduce coordinated efforts to address the problems in those neighborhoods. We would do so only at the neighborhood level and we would use only existing public resources to do so. The total budget would be limited each year to $100,000 for all salaries and expenses, divided in equal shares by the prosecutor's office, the school system and county government. I agreed to take a leave of absence, which I am still on, to become Coordinator of this effort to test the conclusions of the grand jury report just issued.

The first neighborhood selected was a housing project by the name of Larchmont Gardens. There are, I point out, no gardens in Larchmont Gardens. What there is there is the feminization of poverty: nine out of ten households are headed by single women raising children in poverty. Of the 400 families there only two are married couples. And there is poverty: eight out of ten households subsist on AFDC, which in Florida translates to $280 per month for a mother and three children. There is crime: one of every three male adolescents between ages 14 and 18 has been adjudicated a delinquent. There is teen pregnancy: one of every two females between ages 17 and 23 had at least one child while still a teenager. There is substance abuse: crack addiction is rampant and one gets a sense of the tragic impact of crack on the lives of women and children at Larchmont Gardens when night falls and emaciated women walk the streets and many apartments remain dark because the electricity was shut off just after the last piece of furniture was sold in order to buy crack. which happened just after the food stamps were sold for sixty cents on the dollar. Again to buy crack and again kids will go to sleep hungry. And the next day those same kids will go to school. And if they haven't been in a preschool program they will probably fail. And later they will dropout of school. And there are many such kids: the median age in Dade County as a whole is 34. The median age in Larchmont Gardens is 16.

But although they will probably drop out of school, they will not drop out of our lives: they will linger to haunt our pocketbooks if not our individual or collective consciences. They will, unless legislation such as is proposed by Senator Chiles is passed - and passed as a matter of urgent priority - fill our welfare rolls and our jails.

I recently participated in a study of youths in detention in the Dade Juvenile Detention Facility where I chair the advisory committee to the school in that facility. In 1986 we looked at the academic levels of 150 kids in detention there, then as now predominantly kids from places like Larchmont Gardens. Not unexpectedly the scores and acheivement levels were low. And the lowest scores belonged to the kids with the longest delinquency records.

Last month we went back to look at the same 150 kids two years later and the results evoke tears, tears not of sadness but rather of anger: today, two years later only one of those 150 kids has graduated from high school and 134 have dropped out. Only 14 are still in school. And this incredibly dark picture gets yet darker: of the 134 who dropped out, only 11 stayed in school long enough to reach the first day of the eleventh grade! What we have here is a 90% dropout rate and of those who drop out 90% of them are dropping out before ever getting as far as the first day of the eleventh grade.

Senator Chiles bill will not, of course, address all these problems, but we must start somewhere. As Lisbeth Schorr points out in the last chapter of her groundbreaking and stunningly cogent book "Within Our Reach: Breaking the Cycle of Disadvantage":

> We know how to intervene to reduce the rotten outcomes of adolescence and to help break the cycle that reaches into succeeding generations. Unshackled from the myth that nothing works, we can mobilize the political will to reduce the number of children hurt by cruel beginnings. By improving the prospects of the least of us, we can assure a more productive, just, and civil nation for all of us.

There are no panaceas, either in life or in the projects. Yet as Ms. Schorr vividly points out, we do know beyond question that some strategies do work and have worked and will work again. Among those proven stategies are preschool intervention, and intervention for both parent and child.

When I first got to Larchmont Gardens, I found at its center an abandoned community center. That center became my office for the next two and one half years, even as I spent time in other housing projects in which my Schools and Neighborhoods Consortium, as the interagency effort came to be known, was involved. My first objective, after becoming acquainted with the community, was to place a preschool program for three and four year olds in

the largest room in the center. My second objective, after observing the ninety percent unemployment rate among the women living there, coupled with the fact the nearest grocery store was one half mile away, was to secure private funding with which to open a small convenience store which could be operated by the women on welfare who would ideally receive some training and come off welfare while the store met a community need. In my plan the three and four year olds would attend preschool, while next door in the same community center, at least some of their mothers would be working.

I was able, thanks to the courage and commitment of Dade school officials generally and Dr. Charles Sherwood in particular, to place the preschool program, staffed by two teachers and two aides hired from the neighborhood, in the community center. And although the idea of opening a grocery store in the middle of a public housing project, staffed entirely by welfare mothers, was dismissed by most as idiocy at worst and the naivete of an aging ex-VISTA voluteer at best, I am proud to report to you today that the Larch-Mart opened out of a converted storage room in the front of the community center on January 20, 1986. It has been open from seven AM to nine PM every day since with the exception of national holidays. The police have, during the intervening more than two years, only been called to the store once, as the result of a minor burglary pursuant to which residents quickly identified the youths responsible and they were arrested.

The Larch-Mart and the preschool program have now stood side by side in the no longer abandoned community center for nearly three years now. I was able to add other pieces as well: profits from the store permitted us to install a pediatrician's office staffed by a pediatrician outstationed from the public health clinic. Other programs now also function in the center and we were even able to initiate a fully chartered Little League. Kids who once just sat on stoops now put on uniforms and play baseball and when they walk back home they can stop at the Larch-Mart where their mothers work, right next to the preschool program where their younger brothers and sisters go to school. And starting next Monday one of the first of the welfare mothers to go to work in the store, with a history that included substance abuse and no skills, is going to work as my secretary. So there can be small scenarios of success within the larger dismal play entitled the feminization of poverty. And the programs put in place at Larchmont Gardens, including the preschools and the non-profit grocery stores, have been replicated in two other housing projects and, again, the police never did have to be called there either. And in each case the project came to look just that much more like a real neighborhood with some healthy options to failure and frustration.

Preschool programs alone will not win the war on the feminization of poverty, but this is as Lisbeth Schorr argues so per-

suasively, a winable war, provided we merely unshackle ourselves from negativism and learn from the lessons of stategies that have worked. Preschool programs not only have worked, but can provide a building block around which other pieces can be placed which can also work. And, together, they can make a difference and someday, who knows, there may really be gardens at Larchmont Gardens.

I conclude by reminding you that I come to you from a prosecutor's office and I expect the message I bring to you is not one that might be expected given my point of departure as a law enforcement official. I will close with one more excerpt from Ms. Schorr's book, herself quoting Governor Martha Layne Collins of Kentucky: "Early childhood programs cost money - sometimes a lot of it. But crime costs more".

Thank you.

The CHAIRMAN. Thank you very much.

We have been enormously impressed as well with the Beethoven Project and heard Mr. Harris speak of it very eloquently. We have passed a program based on the Beethoven project and other model programs—it is a modest program, but we certainly hope to be able to build on its successes, and we will be very interested in following the programs which you have mentioned here.

Let me ask Dr. Sherwood, do you know the teacher-child ratio in the early intervention programs in the State? Do the teachers get a lesser salary than schoolteachers? Do you have the problem of a rapid turnover that some programs have?

Dr. SHERWOOD. At this point, we have had no turnover in teachers. We pay the standard Dade County salary. Our ratio of adult-to-children is eight-to-one, which is a teacher and an aide with 15 or 16 children. So far, with our three years of experience, none of our teachers have left the program.

The CHAIRMAN. Well, that is certainly an important element. As we have seen in many other places, those who have been involved in the early programs get less pay. That is not really giving the program much of a chance, because you get that turnover in terms of teachers, and in some instances, the size of the class is too large.

Let me ask, how many hours a day do you run the program?

Dr. SHERWOOD. We have moved to a full-day program. It is the same as for our first or second grade children—from eight in the morning until two in the afternoon. Then we also have an opportunity for after-care, which we contract through YMCA and other organizations. So students can be there from eight in the morning until five, five-thirty in the afternoon.

The CHAIRMAN. What is the average cost per student involved in the program?

Dr. SHERWOOD. The average cost per student altogether comes out to around $3,000 per child per year for a full-day program.

The CHAIRMAN. I think that is about the same as the Perry Program.

We appreciate very much Mr. Peterson's testimony on the importance of early intervention in terms of the health aspects. That is something we have followed over the period of years. It all seems to be coming together, and it all seems to make a lot of sense.

As I was mentioning to Senator Chiles here, there is a good deal of activity in local communities, obviously very evident in Florida, and we have got an awful lot to learn from the local experiences and from your testimony today. We want to know more, and we will be looking forward to keeping in touch with you as we shape whatever legislative proposal we have in the future.

Senator Chiles?

Senator CHILES. Thank you.

Dr. Cullar, you were kind in your opening statement; I thank you for that, and I compliment you and the Department and Commissioner Castor. I know of her great interest in dropout prevention. I think she has taken this on as her number one project, or it seems that way to me, and trying to get the private sector involved and working at it at all levels. So we are just delighted to see that.

I found it interesting that you were noting projects that were going on in Dade County, which we have heard more about, but

also in Liberty County because there, you are taking the largest county in our State and one of the ones with the most resources, and you are taking what I think is probably if not the smallest, one of the smallest counties—it used to be the smallest, I think—and one with the smallest amount of resources and the highest amount of rural poverty.

How is Liberty County doing with their project? What are they attempting to do, and what does it look like?

Dr. CULLAR. Liberty County was one of the early Head Start programs operated by a public school system and was in fact a model program for the handicapped preschoolers in Head Start programs. Through the State legislation, they have been able to essentially extend programs for four-year-olds to all children living in the county. They are a local school board that is very committed and has seen now, over 15 years, the positive impact of four-year-olds attending a preschool program.

Senator CHILES. So they are already producing positive results for that county and for the children in that county.

Dr. CULLAR. Yes.

Senator CHILES. One of the problems that the Chairman and I were talking about is the need to coordinate these programs. We see literally jealousies between people who are involved in Head Start and the educators on the other side, and many times there are overlapping bureaucracies and jurisdictions—I see you smiling, Dr. Sherwood. The victim of that, of course, is the kid that we are trying to do something for.

How do we best coordinate—because we know how hard it is to find new dollars, but in many instances, if we are putting new dollars in, and we are putting another lapful of paperwork and bureaucracy, maybe we are not doing any good.

Dr. CULLAR. We are using two mechanisms. One is the State Advisory Council on Early Childhood Education. The members of that Council include the State Chairman of the Child Care Advisory Council; it includes private providers; it includes Head Start personnel, and it includes school principals. So that we have all of the interests that can give direction to the development of our program in Florida.

The second vehicle is that Commissioner Castor has signed an agreement with the Secretary of the Department of Health and Rehabilitative Services, and the two major departments have agreed to the priority of preschool to jointly work together.

The interagency coordination is a major issue that requires a considerable amount of commitment at the top to bring agencies together.

Senator CHILES. Dr. Sherwood, how do you work on this?

Dr. SHERWOOD. If I may add to that from the local level, three years ago, we had this kind of experience where there was a certain amount of turf dispute between Head Start, Title XX, the public school system, and so on. So we have a local interagency coordination council which is required by State law now, and that council has worked so well—we meet monthly. At this point, we are coordinating many, many different activities. We subcontract, for example, back and forth. I will be operating 20 school programs

this fall in conjunction with Head Start, another 5 or so with Title XX, several more——

Senator CHILES. How is that working?

Dr. SHERWOOD. Very well. We have reached the point of being on a friendly first-name basis, which makes quite a difference.

Senator CHILES. Tom, I congratulate you on your efforts and the follow-up. Not only did you work on the Grand Jury report, but you have taken a leave of absence afterward, and I think that is unique—normally, Grand Juries can find a lot of things wrong, and can always find something wrong, but I don't remember much in my experience of seeing them being part of the solution. They sort of say it's our job to uncover it, and then someone else has to put it back together.

I think that is a compliment to you and to Janet Reno, too, for trying to be part of that solution—and it sounds like you are really having some positive results.

Mr. PETERSON. Thank you, Senator. Yes, I think we have; thanks to people like Dr. Sherwood and our local school board and our county government and Janet Reno, we have been able really to put together a series of programs in neighborhoods that are impacted by what is called the feminization of poverty. For example, in Larchmont Gardens, we were able to bring in the preschool program for three- and four-year-olds coupled with a little nonprofit convenience store run by former welfare mothers in the housing project, a pediatric office, a little league baseball team—a whole range of different types of projects built around the preschool program to really impact upon other members of the family and other age levels, so that we attempt to have a cumulative effect on the mother, the child, and the whole family.

Senator CHILES. Good. We are in the process of a vote. Senator Kennedy has gone to vote, and I am going to run over there. We will stand in recess until the conclusion of that vote.

[Short recess.]

The Chairman. We will come back to order.

We apologize to our witnesses for the interruptions, but we will probably have others as we are hopefully drawing to the conclusion of the debate on the INF.

We will welcome our last panel. Mr. Greg Humphrey is Director of Legislation, Assistant to the President, American Federation of Teachers.

Dr. Alice Honig is Professor of Child Development, College for Human Development, Syracuse University. She has been involved with research on young children and children's issues for over 20 years. We have quoted from her studies, myself and others, in the past.

Pat Desmond will be delivering testimony on behalf of the American Association of School Administrators. She is currently Coordinator of Prekindergarten Programs, Escambia County, Florida, where she has been involved in early childhood education for a number of years.

Mr. Humphrey, we are glad to have you back before our Committee, and we welcome your testimony.

STATEMENTS OF GREG HUMPHREY, DIRECTOR OF LEGISLATION, AMERICAN FEDERATION OF TEACHERS, AFL–CIO, WASHINGTON, DC; DR. ALICE HONIG, PROFESSOR OF CHILD DEVELOPMENT, COLLEGE FOR HUMAN DEVELOPMENT, SYRACUSE UNIVERSITY, SYRACUSE, NY, AND PAT DESMOND, COORDINATOR, PREKINDERGARTEN PROGRAMS, ESCAMBIA COUNTY SCHOOL SYSTEM, PENSACOLA, FL

Mr. HUMPHREY. Thank you, Mr. Chairman.

S. 2034 is a bill that attempts to reduce school dropouts by allowing at-risk children to get an early start on their school careers.

There are many reasons to believe that a good early childhood program can have a positive effect on later achievement. Studies have shown that early intervention can prevent problems in later years.

In addition, we know that our economy has changed rapidly over the last decade and that students must now be educated to levels never before attempted for all students.

The good-paying manufacturing jobs that used to be available to relatively unskilled workers and high school dropouts are now largely a thing of the past. These facts are leading our Nation's leaders to realize that good early childhood education programs can have a powerful impact on our Nation's economic future as well as on the future academic success of children.

Organizations such as the Council for Economic Development, have called for massive Federal investments in the area of prekindergarten education and child care. This unprecedented interest from the business community should tell the Congress that there is a great need for Federal action and that support for that action is now available from sources that previously had never been involved in efforts of this kind.

S. 2034 is a bill designed to demonstrate the efficacy of early childhood programs. The notion expressed in this bill, that it is important to provide equal educational opportunities and start children on the road to success early is one that the AFT shares and strongly endorses. We believe, as does the sponsor of the bill, that there is a large Federal role in providing this kind of leadership and support and that now is the time for the Congress to act.

The AFT has testified in support of the so-called Smart Start bill sponsored by yourself, which is a much more comprehensive approach to early childhood education, and the AFT continues to favor the Smart Start approach

The AFT pointed out that the delivery system in Smart Start left us with some problems; the delivery system in S. 2034 also has some problems for us. We believe that local education agencies should have the first opportunity to sponsor early childhood education programs.

It is important to note that in most jurisdictions, the school district is fiscally independent and far more capable of operating early childhood programs than are private nonprofit groups. S. 2034 and, of course, Smart Start envision an increasing share of funding falling on non-Federal sources. Meeting the 50 percent match that will ultimately be required in this bill is something

that we cannot rely on private nonprofit organizations to be able to meet.

In the Head Start Program, of course, there is no Federal match, and having a private nonprofit organization operate a Head Start Program really depends on the level of Federal funding. But when you are talking about local matches and having additional resources come from the local level, it seems to us that it would be wise for the long-range viability of these programs to rely on a more stable public institution that has its own financial resources and the ability to dedicate those resources to such a program.

Although we support local education agencies having the major role in the delivery of early childhood education services, we do not support, and in fact, want to make sure that it is known that we are against some of the practices that are currently being used in local education agencies for kindergarten and even younger children.

The AFT does not support testing of preschool children to determine readiness to enter or exist kindergarten. We do not support tests for promotion, because this is foolishness at the highest level and is virtually guaranteed to cause problems for children later on in their careers. We note that the Smart Start bill, which of course was testified on earlier, has a provision that standardized tests will not be used for tracking or placing of children. We strongly support that. We believe it is imperative to have such a provision in virtually any childhood education program, and we would like to see such a provision added to this bill, as well as one that would make sure the emphasis is on serving the needs of children and not an outside model of developing cognitive skills per se. We note that cognitive skills are an important element of this bill, and we certainly are not opposed to their development, but we want to make sure that a program does not come down with a top-down, rigid sort of approach to increasing cognitive skills.

In conclusion, we would like to say that we support S. 2034, that we believe a larger bill such as Smart Start would be preferable, but we congratulate the sponsor of the bill on making an important contribution on this issue for children and the families of our country.

We thank you, Mr. Chairman and the Committee, for the opportunity to appear today.

The CHAIRMAN. Thank you.

[The prepared statement of Mr. Humphrey follows:]

TESTIMONY OF

GREGORY A. HUMPHREY, DIRECTOR OF LEGISLATION

AMERICAN FEDERATION OF TEACHERS, AFL-CIO

BEFORE THE SENATE LABOR COMMITTEE

ON S.2034

May 27, 1988

My name is Gregory Humphrey, director of legislation of the American Federation of Teachers, an organization of more than 650,000 members who have a long standing interest in high quality early childhood education programs. S.2034 is a bill that attempts to reduce school dropouts by allowing "at risk" children to get an early start on their school careers. There are many reasons to believe that a good early childhood program can have a positive effect on later achievment in a school career. Studies have shown that early intervention can prevent problems in later years. In addition, we know that our economy has changed rapidly over the last decade and that students must now be educated to levels never before attempted for all. The good paying manufacturing jobs that used to be available to relatively unskilled workers and high school dropouts have disappeared. These facts are leading many of our nation's leaders to the realization that good early childhood education programs can have a powerful impact on our nation's economic future, as well as, childrens academic achievement.

Organizations such as the Council for Economic Development (CED) have called for a massive federal investment in the area of pre-kindergarten education and childcare. This unprecedented interest from the business community should tell the Congress that there is a great need for federal action, and that support for this action can be found in sectors of our society that have previously either opposed or not supported federal involvement in education or childcare.

S.2034 is a bill designed to demonstrate the efficacy of early childhood programs in combating dropouts The notion expressed in this bill, that it is important to provide equal educational opportunities and start children on the road to success early, is one that the AFT shares and strongly endorses. We believe, as does the sponsor of this bill, that there is a federal role in providing leadership and support aimed at stimulating additional early childhood education services. The AFT has testified in support of the so-called Smart Start bill sponsored by Senator Kennedy which is a much more comprehensive approach to early childhood education. We continue to favor the "Smart Start" approach.

The AFT pointed out that the delivery system in the Smart Start bill needed improvement. S.2034 follows some of the outline in the Smart Start bill by opening up opportunities for CBO's and other non-profit organizations to receive grants for early childhood education. The AFT believes that local education agencies should have the first opportunity to sponsor early childhood education programs.

It is well known that the states have been leading efforts to increase the availability of pre-kindergarten programs for several years. In most cases these efforts have been under the auspices of state education authorities. The AFT believes that education agencies should be the prime sponsor of any new federal early childhood education programs. S.2034 acknowledges the role of states in monitoring programs and we welcome this provision of the bill.

We believe that at the local level the mechanism for choosing the administering agency should emphasize the local education agency exclusively. It is important to note that in most jurisdictions the school district is fiscally independent, and far more capable of operating early childhood programs, than are private non-profit groups. S.2034 envisions an increasing share of funding falling on non-federal sources. Meeting the 50% match that will eventually be required for program operations will be more likely if the program operates through a public agency with its own financial resources such as the schools. We note that S.2034 limits non-profit groups to 25% of the grants and that is a step in the right direction. In the long run, however, programs operated by public education agencies will have the best chance to both survive the vagaries of our economy and provide quality early childhood education programs.

Although we support a major role for education agencies, the AFT does not support some practices now being tried in the name of improving achievement. The AFT does not endorse standardized

testing of pre-school students to determine readiness to enter or exit from kindergarten. Testing for purposes of "promotion" at this level is foolishness of the highest order and is virtually guaranteed to cause a child problems later in his or her school career. What is needed in early childhood, and in kindergarten programs, is an individual and developmental approach, and flexibility for serving the needs of young children. The AFT believes that any program that seeks to serve young children in the name of appropriate early childhood education must not be modeled after a grade-school setting. The AFT strongly supports adding a requirement in S.2034 that curricula be flexible and standardized tests not be used to track children. The pre-school setting should fit the needs of the child rather than having children be made to fit into some predetermined and uniform conception of schooling.

A reading of S.2034 could indicate that the approach of the programs funded through S.2034 will be cognitive, which is to say, designed to increase testable skills. This approach is not the best one for young children. We already know that there is a scandal brewing in the area of standardized testing. It would be a serious injustice if the discredited practice of teaching to test were to be pushed on 3- to 5-year old children.

In conclusion, the AFT supports S.2034, but believes that a more comprehensive initiative in the vital field of early childhood edu tion is warranted. We have some doubts about administrative mechanisms used to deliver services, and we are concerned about the relationship between these programs,

HeadStart and other existing early childhood programs.

We congratulate the sponsor of this bill for his contribution on a vital issue for the children and families of our country and thank this Committee for the opportunity to present our views.

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The CHAIRMAN. Ms. Honig?

Dr. HONIG. My name is Dr. Alice Honig. I am a Professor of Child Development at Syracuse University.

I would like to speak to a broader set of economic considerations that support our need for quality early childhood programs besides just the school dropout rates, which everybody has been emphasizing on today.

We ran a program in Syracuse, New York called the Family Development Research Program (FDRP). The children would now be almost 19 years of age. Dr. Lally, the project director was funded by Health, Education and Welfare Office of Child Development, from 1969 to 1977.

Outreach to parents was provided by a cadre of trained paraprofessional home visitors. We provided high-quality infant care, toddler care, and preschool care, with a very stable, non-turnover group, and a lot of "esprit de corps" arising from the research-based nature of the FDRP project.

Fifteen years later, what do our children look like, having been brought up in families of 18-year-old teenage mothers who were overwhelmingly black, under-educated, poor, and without a high school diploma? What do the children look like when they have had a high-quality developmental program with parental outreach?

Particularly, I would like to focus on the outcomes for juvenile delinquency and crime. Out of 65 program group children, we found at 15 years of age only four had had juvenile delinquency or court probation records, three of them for being wild and unsupervisable. Out of 54 control group youngsters we were able to find 15 years later, 12 youngsters had been adjudicated in the court system, and many of them had repeat offenses.

The difference is 6 percent of preschool program children versus 22 percent of non-preschool program controls. The difference in court costs alone are $12,000 for those kids who were in our preschool program versus over $107,000 that the community had to pay for court costs alone for adjudication of juvenile delinquency and crime among the control children.

We are talking about 15-year-olds. So these kinds of economic differences should be expected to increase the taxpayers' burdens over the next five years of life (between 15 and 20 years of age) for the non-preschool group.

Also, the kinds of crimes that non-preschool program children carried out were things such as rape, larceny, assault, aggravated assault, and sexual abuse. So we are not only talking about more repetitive crimes by the control group, but also crimes of a much more serious nature.

I think that supporters of preschool programs, as in Senator Chiles' bill, should be aware not only of helping with high school dropout problems, but helping with criminal assault and societal quality-of-life problems that involve a great deal of money for citizens. Costs cited here are just court costs. They do not involve estimates for property damage; they do not involve victims' time lost from jobs or time in hospitals; they do not involve insurance payment costs.

So that when you want to figure a cost/benefit ration for preschool, to the cost of $3,000 per year per child for quality preschool

care, you have to add as benefits all the societal savings that accrue.

I would like also to talk about some of the things we found about the school careers of our children at 15 years of age. Unfortunately, we found that black males are a high-risk population. Our school boys academically were doing no better than those who had not had pre-K, if they were males. Black males are a very high-risk population in our culture.

Black females were doing beautifully—far above their matched controls in the control group. Sixteen percent of the control group had failing grade averages, but 76 percent of the program girls had a "C" average or better; only 47 percent of the control girls had "C" average or better, and none of our program girls were failing school. Program youngsters' school attendance rates were higher, which means the State gives the local school board more money per day because program youngsters have more school days in attendance.

Teachers' ratings of the girls' academic performance suggested that at all levels of academic achievement and attitudes, program girls were doing far better than control girls.

Unfortunately for the males, the academic outcome was not as great.

I would like to point out some of the longitudinal academic outcomes from other preschool programs. Somebody mentioned in testimony before mine, that such programs might decrease pregnancy rates. In some of the programs, pregnancy rates are the same for all teenagers. In Dr. Susan Gray's program in Nashville, about 50 percent of program girls and 50 percent of her control girls were pregnant—but only 5 percent of program girls who were pregnant dropped out of high school. The rest all continued their education and received high school diplomas. Fifty percent of the non-preschool program girls, having gotten pregnant, dropped out of high school and did not go back for equivalency diplomas.

Again, you don't want just to look at school dropout rates, but even if someone does drop out for pregnancy, you want to look at what your equivalency diploma acquisition will be after you have had the pregnancy. And preschool programs seem to work for increasing the readiness of adolescents to come back into the academic track.

The other thing I would like to point out where we save money is in the number of students who go on to further education. We don't have those data for the FDRP project yet because we have just followed children through 15 years of age. But the Perry Preschool Project in Ypsilanti has shown that significant numbers of youths who have been in preschool go on to technical, trade, or college education, more than youths who have not been in preschool programs.

So to sum up, then, we have good data that we can lower the rate of school dropout and school failure; we can lower the admission rate to special education programs. In Dr. Gray's program, three percent of preschool program children ended up in special ed programs; over one third or more of children who had not had pre-K ended up in special ed programs, which are far more expensive for the body politic to pay for. That is why I say our economic cost-

ing-in has to be done on various levels, from crime to property costs to special ed costs.

The juvenile delinquency rates are lowered. The number of teenage girls who go back to high school is increased. There are increased taxable earnings of older youth. In the Perry Preschool Project, program youth worked six months of the year (compared to three months of the year for non-preschool youngsters), and they earned more taxable money if they had been in preschool projets. And the amount of general assistance welfare paid for older control group adolescents was less than for pre-K youths.

Additionally, there are decreased health costs when health care is part of the preschool program. I.Q. scores of preschoolers who have been in programs are increased compared to untreated peers. And again, the amount of money a school district gets from the State per day's attendance in school is going to be greater for children who are more likely to come to school because they have been in a pre-K program.

Thank you for your attention.

The CHAIRMAN. Thank you.

[The prepared statement of Dr. Honig and responses to questions submitted by Senator Stafford follow:]

Testimony to the U.S. Senate Committee on Labor and Human Resources on Research Pertaining to the Early Intervention and Dropout Prevention Act of 1988

Bill S. 2034

Submitted by Alice Sterling Honig, Ph.D.

May 27, 1988

Testimony to the U.S. Senate Committee on Labor and Human Resources on Research Pertaining to the Early Intervention and Dropout Prevention Act of 1988 Bill S. 2034

Developmentally enriching early childhood programs can result in economic benefits to society as well as an improved quality of life for the families served. Researches have demonstrated that economic benefits can accrue to society in several different ways. Early childhood education and parenting programs have :

1. lowered the rate of school drop-out and school failure.
2. lowered the admission rate of children into special education programs.
3. increased both the numbers of youths who graduate from high school and the number of years of vocational or college training beyond high school that they complete.
4. lowered juvenile delinquency rates and rates of criminal acts; thus court costs as well as victim and property loss costs due to crime were decreased.
5. decreased the numbers of teenage single parents who dropped out of high school.
6. increased the taxable earnings of older youths; those who were in preschool programs worked more months and earned more money.

7. decreased the amount of General Assistance (welfare) money paid to older adolescents.
8. decreased health costs when preventive health care was part of early preschool programming.
9. increased IQ levels of preschoolers compared to untreated peers.
10. increased the amount of money a school district received from the state as a result of fewer school absences by adolescent girls who had been in program as preschoolers.

This report will look at several examples of early, developmentally enriching programs serving preschoolers and their families that document these economic and societal advantages.

The Family Development Research Program (FDRP)

An extensive program of developmental, educational day care plus family services in Syracuse, NY, The Family Development Research Program (Lally, Mangione, & Honig, 1988) over the first five years of children's lives dramatically reduced their delinquency rate in adolescence ten years later.

Children of the low-income families who participated in the Family Development Research Program in Syracuse had a six percent rate of juvenile delinquency, compared to a 22 percent rate for children in a control group.

Not only was the control-group delinquency rate almost four times greater, but the offenses were considerably more severe.

Of the four program-group children with probation records, three were charged with simple unruliness and the fourth with one-time juvenile delinquency. By contrast, of the 12 control-group children with records, five were charged with chronic offenses, and the acts committed included burglary, robbery, physical assault, and sexual assault.

The follow-up study (conducted by Drs. J. Ronald Lally and Peter Mangione of the Far West Laboratory for Educational Research and Development in San Francisco, and Dr. Alice S. Honig of Syracuse University) will appear in a forthcoming book (edited by Dr. Douglas R. Powell of Purdue University) on programs that provide education and support for low-income families. The FDRP follow-up chapter for that book is appended to this report.

The Syracuse study yields impressive evidence that society's investment in early child education and in family support makes a big difference when the children grow up.

Inaugurated in 1969, the Family Development Research Program furnished an extensive range of educational, health, and counseling services over more than five years for 82 families with incomes below the poverty line. Mothers enrolled in the program had a mean age of 18 and had neither completed high school nor held a job. Eighty-five percent were single-parent heads of households, and most were black.

The program began in the last trimester of pregnancy and continued until children reached the age of five. Beginning at

six months, children were enrolled in a day care center at Syracuse University Children's Center. Families also received weekly visits from specially trained paraprofessionals who came from poverty backgrounds themselves. These women provided friendship, encouragement, and moral support as well as advice and information about many aspects of child-rearing and how families can use games and activities to encourage early learning from infancy onward.

In the follow-up conducted approximately ten years after the end of the program, children and mothers were extensively interviewed and additional data were gathered from teachers and from school records, court records, and probation records. Through strenuous efforts to locate families, about 61 percent of the program group were interviewed, and about 54 percent of the control group. Families interviewed were judged to be representative of the full groups that had been matched up at the time of the program.

The most dramatic difference between the two groups of children was in delinquency rates. See Table 3 from the FDRP chapter which follows.

TABLE 3

Summary of Probation Cases in the Syracuse Family Development Research Program's Longitudinal Sample

PROGRAM GROUP (n=65)			CONTROL GROUP (n=54)		
Sex of Subject	Case Type/Offense	Number of Times	Sex of Subject	Case Type/Offense	Number of Times
Female	Ungovernable	2	Female	Juvenile Delin.	1
				Petit Larceny	2
Female	Ungovernable	1	Female	Ungovernable	2
				Juvenile Delin.	1
Male	Ungovernable	1	Female	Ungovernable	1
Male	Juvenile Delin.	1	Male	Petit Larceny	1
				Ungovernable	2
Total = 4			Male	Ungovernable	1
			Male	Criminal Mischief	1
				Violation of Probation	1
Total Cost of Cases = $12,111					
			Male	Sexual Abuse	1
			Male	Ungovernable	2
				Attempted Assault (2nd)	1
			Male	Robbery	1
				Assault (2nd)	1
				Robbery (2nd)	1
			Male	Burglary	1
			Male	Juvenile Delin.	1
			Male	Ungovernable	1
			Total = 12		
			Total Cost of Cases = $107,192		

For the program group, the estimated cost per child (n=65) was $186, and for the control group, the estimated cost per child (n=54) was $1,985.

Of 65 children in the program group, four (about six percent) turned up in local probation and court records, where they collectively accounted for five cases. Of 54 children in the control group, 12 (about 22 percent) had records, which accounted for 16 cases. Savings to the taxpayer were considerable. The study estimates the administrative and foster care and detention costs associated with the cases to be $12,000 for the program group and $107,000 for the control group. These are conservative estimates. They do not include subsidiary costs to society of the non-program children's delinquencies such as: victim costs of medical or hospital or trauma counseling treatment; victim time lost from productive work; insurance company reparation costs; or property loss. Because of the youth of the juvenile offenders (between 13 and 16 years of age), it may be extrapolated that the economic discrepancy in delinquency costs between FDRP program and non-program youngsters will increase over the next years.

Other findings were as follows:

- Girls in the program group, but not boys, performed significantly better in school than their counterparts in the control group. Three fourths of the program-group girls had C averages or better; none was failing; and none had more than 20 school absences during the previous year. In contrast, more than half the controls had averages below C: 16 percent were failing; and 31 percent had more than 20

absences. Teachers rated girls from the program group as having more positive attitudes toward themselves and other people. Since the State of New York remitted about $10 per day per secondary school pupil in attendance, the local school district received more dollars per year for program girls in seventh and eighth grade than for girls who had not attended the early childhood program.

- Although the program had little impact on family income and career advancement, it apparently had a significant effect on parents' attitudes. Compared to control-group parents, those in the program group reported feeling proud about the positive social attitudes and behaviors of their children and the degree of unity in their family. They were also more likely to advise young people to reach their full potential, while control parents were more inclined to counsel young people not to expect too much.

- Compared to control-group children, those in the program group feel more positively about themselves and are more likely to expect education to be a continuing part of their lives. To the question where they expect to be in five years, 53 percent of the program group and only 28 percent of the controls anticipated they would be in school.

"One discouraging finding," the study concludes, "was the relatively little impact the program had on family income and career advancement . . . Many families, both program and control,

still lived in poverty and in neighborhoods that they considered dangerous and harmful to the development of their children. A number of children interviewed discussed the discrepant goals of school and neighborhood and the difficulty they had integrating the two. We had hypothesized at the start of the intervention that the permanent environment in which the child was raised would have a continuing effect on the child well after intervention ceased and that is why parent participation was so strongly emphasized. What was not emphasized strongly enough was the power of the neighborhood and the need for special supports during the transition from program to school."

The study was supported by the William T. Grant Foundation and the Harris Foundation. The Family Development Research Program had been supported by the Office of Child Development of the U.S. Department of Health, Education, and Welfare.

Findings from Other Long-Term Early Education Projects

The Syracuse results corroborate findings by the Ypsilanti, MI, program from 1958 to 1962. Children from poverty families were followed through 19 years (Berrueta-Clement et al., 1984). The Ypsilanti program provided the first dramatic evidence of enduring long-term positive effects of early education. In that study, 31 percent of the children who had attended an enriched preschool experience with weekly home visitation had been arrested by age 19 (73 arrests) in comparison with 51 percent of non-preschool group youngsters (145 arrests). Of the preschool

group, 7 percent were chronic offenders versus 17 percent of the non-program youngsters. In terms of gang fights requiring medical care, program youngsters had a rate of 36 per hundred vs. 68/100 for the controls. Also, fewer preschool group youths were arrested as adults (as well as in the teen years for juvenile offenses)--25 percent vs. 40 percent for the non-preschool group.

In computing the economic benefits of early developmental preschool enrichment for children and family supports for early education, the Ypsilanti program computed victim and property damage as well as criminal justice system costs. Early education led to fewer arrests and fewer persons arrested. The average estimated saving to society as a result of reduced crime in the preschool group by age 19 was $3,100 per child served. Since the adult crime rates differed significantly, such savings may be expected to increase with increasing age of the subjects as a function of program participation.

Educational advantages for the preschool group in the Ypsilanti project were impressive. Sixty-seven percent of the 58 preschool youngsters had graduated from high school, compared to 49 percent of the non-program youths. This school completion ratio of 2/3 (preschool group) vs. 1/2 (control group) was significant and can be cost factored in estimating future wages earned and taxes paid by both groups. Also, a child who went to the Perry Preschool through elementary and secondary school cost the school system on the average $34, 813 (in 1981 dollars).

Costs for the non-preschool youths were $41,895. That is, preschool attendance reduced the cost of elementary and secondary education by $7,082 per child. More non-preschool children (28 percent) spent more years (three years, six months) in special education classes compared to the two years of special education for youths (16 percent) who had had preschool.

Preschool group youths had worked significantly more months (6.1 months vs. 3.9 months for the non-preschool group) in their nineteenth year. Preschool group median earnings were higher: $2,772 vs. $1,070 for the non-preschool group. In addition, fewer preschool group youths received General Assistance benefits. The mean annual amount of public assistance per person for the preschool youths was $3,796 vs. $6,014 for the non-preschool youths.

The Ypsilanti project has estimated the projected value of preschool effects (in 1981 dollars) on increased lifetime earnings as $24,455 (benefit to society) for the preschool group and $4,740 (benefits to the taxpayer). Welfare reduction was estimated at $1,493 (benefit to society) and $16,415 (benefit to the taxpayer) for each person who attended preschool.

The Ypsilanti project calculates that the benefit cost ratio of one year of developmentally enriching preschool plus family outreach supportive/educational service is 7.01. That is, for every dollar spent on developmentally appropriate and enriching preschool program, society will save $7. Table 26, reproduced

below from the Ypsilanti 1984 follow-up pioneer study shows these benefits clearly.

Table 20

SUMMARY OF COSTS AND BENEFITS*

Type of Benefit or Cost	Benefit or Cost (in dollars)	
	1-yr Preschool	2-yr Preschool
Measured		
Preschool program	-5,818	-5,289
Child care	280	572
Education, K-12	8,113	4,964
Earnings, ages 16-19	642	823
Welfare at age 19	88	53
Crime through age 20	1,223	1,197
Predicted		
College	-704	-684
Earnings after age 19	28,818	28,121
Crime after age 20	1,871	1,810
Welfare after age 19	1,438	1,390
Net benefits (dollars)	28,933	28,769
Benefit-cost ratio	7.0:1	8.6:1

*Table entries are present values in constant 1981 dollars, discounted at 3% annually.

†Costs are indicated as negative amounts.

‡Column sums differ from net benefits because of rounding.

Taken from:

Berrueta-Clement, J.R., Schweinhart, L.J., Barnett, W.S., Epstein, A.E., & Weikart, D.P. (1984). Changed lives: The effects of the Perry Preschool Program on youths through age 19. (Monographs of the High/Scope Educational Research Foundation, 8). Ypsilanti, MI: High/Scope Press.

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The Consortium for Longitudinal Studies (1983) has published the results of long-term follow-up of eleven early intervention and enrichment projects. Many of the same categories of economic benefits described above for Ypsilanti are reported as longitudinal results of the other Consortium projects. For example, Dr. Frank Palmer's (1982) project with Harlem toddlers and preschoolers in New York City resulted in a significant difference in favor of early educated children--24 percent retained in grade vs. 45 percent of children not in the enrichment program (which consisted of tutorial sessions to enhance concept learning).

Dr. Susan Gray and colleagues (1983) in Nashville, TN, another Consortium investigator, reported that only three percent of the low-income, low-education children who had attended intensive, cognitively oriented preschool had been placed in special education vs. 29 percent of the control youngsters. Although in this project equal numbers (about half) of preschool and non-preschool group girls became pregnant as teenagers, the program group girls were more likely to go back to school and complete their degrees. Of 20 experimental females, eight had one or more children, but only one dropped out of high school prior to delivery and none after delivery. Of ten control females, six had one or more children; three dropped out prior to delivery, two after delivery. Thus although early preschool experience did not change pregnancy rates, program girls had a 5

percent school drop-out rate while control group girls showed a 50 percent drop-out rate from high school. This difference in high school completion due to program participation was highly significant.

Health benefits have been strongly reported for Head Start youngsters and for the Abecedarian project, an intervention for low-education, low-education, low-income black families in Chapel Hill, NC. Ramey and Gowan (1986) particularly have noted the risk for later school failure for infants born fetally malnourished--a more frequent occurrence among poor pregnant young women. Babies born fetally malnourished and not enrolled in the Abecedarian early infant/toddler/preschool intervention project had mean IQ scores that had declined to 70.6 by three years of age. This score is in the retarded range. These low scores occurred long before the children even began elementary school and pose a severe threat for early school failure. This downward drift in IQ occurred despite the fact that free pediatric care and formula were provided for all mothers in the study. Babies born at risk for prēnatal malnutrition who participated in the Abecedarian program did not decline in IQ. The mean group IQ scores for these program preschoolers was 96.4 at three years of age--very close to the 98.1 mean score achieved by non-fetally malnourished poverty infants in the day care program. Non-fetally malnourished infants who did not participate in the program had a mean IQ of 84.7. This low score

gives cause for concern about early school difficulties long before the children's entry into elementary school. Thus, a cognitively enriching preschool program begun in infancy was able to compensate for fetal health hazards so that children achieved normal IQ functioning if they participated in the program. Note the gap of almost 26 IQ points that can be attributed to the efficacy of the enriched day care for fetally malnourished babies.

Conclusion

Commitment to excellence in quality preschool education plus reach-out programs that help families enhance the learning careers of their children can ensure true TLC for every child born in America--Tender Loving Care in Total Learning Centers.

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Appendix to Testimony

by

Dr. Alice S. Honig

for

Bill S.2034

The Syracuse University Family Development Research Program: Long-Range Impact of an Early Intervention with Low-Income Children and Their Families

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THE FAMILY DEVELOPMENT RESEARCH PROGRAM

Section One

History of the Project

Varieties of innovative intervention programs arose in the 60's and 70's. Their goal was to break the well documented link between low-education, low-income households and children's later educational difficulties. Some programs focused on preschoolers, some on infants, and some on parents (Honig, 1979; Lazar & Darlington, 1982). The Family Development Research Program (FDRP) was distinctive in its omnibus conceptualization of program. A full complement of educational, nutrition, health and safety, and human service resources were provided to 108 families beginning prenatally until children reached elementary school age (Honig, 1977; Honig & Lally, 1982; Lally & Honig, 1977a).

Very deprived families were recruited into the Family Development Research Program early in the last trimester of pregnancy. All the families had an income of less than $5,000 per year (in 1970 dollars). Mothers had less than a high school education, and no work or semiskilled work history. Their mean age was 18 years and over 85% were single parent heads of households. Despite energetic attempts to maintain racial balance in the program, the majority of families served were black.

The Family Development Research Program was an attempt to improve the "well being" of these children born into environments sparse in the benefits that money, education and job status can bring. It was hoped that during these children's first five years of life a program of weekly attention to the issues and events in the family and community environment, coupled with supportive assistance in dealing with those issues would serve

to bolster family and child functioning. Additionally it was assummed that if parents could be certain that their child would receive 5 continuous years of quality day care, this would greatly assist families meet the life challenges they faced and also positively influence the perceptions, emotions and intellect of the children served.

The major thrust of the intervention was to influence and have impact on the more permanent environment of the child, the family, and the home and to support parent strategies which enhance the development of the child long after intervention ceased. The pursuit of this goal led to an intervention strategy that viewed parent contact as the primary intervention with child care as supplementary, rather than(as most child centered progams of the time were structured) enriched child care as the core of the program and parent contact as outreach. In actual operation, however, both components became crucially important and integrated aspects of the comprehensive and long term intervention.

Weekly contact with mothers and other family members in the home of each child was stressed as the key intervention component. Home visitors were employed to assist each family with issues of child-rearing, family relations, employment and community functioning. The approach of this home visit component was nonjudgemental family advocacy and oriented toward assisting families to become aware of and operate in the various systems in their environment. Staff were trained and instructed to act in support of rather than as substitutes for parents, to encourage the individual and cultural strengths of each family, and to treat parents as partners in providing children with rich environments.

The families were provided with child care for 50 weeks a year for the first five years of the program children's lives (one-half day care, five

days a week from 6 months to 15 months of age and full day care, five days a week from 15 months of age to 60 months of age). Day care services, at Syracuse University Children's Center, were designed so that children could expect to be treated fairly and with loving kindness by adults and other children in a secure and consistent setting, that they would come to expect daily educational experiences, and that they would see the resources of their child care community as available for their use and to meet their needs. The staff functioned under the agreed upon assumptions that these children were capable of: 1) learning something about anything in which they showed interest; 2) learning to understand that their actions and choices had an impact on others; 3) learning that cooperation and concern for the rights of others would ultimately allow them to express their own creativity, excitement, curiosity, and individuality more fully; 4) learning that wonder and exploration were encouraged by adults; and 5) imitating the actions of staff toward children and other adults. Additionally, these children were treated as special creations, each with particular skills and specialties that would be appreciated by and useful to the larger society and that these special powers would be protected and allowed to rise to ascendance by the adults who spent the daytime hours with them. In summary, the context that was fostered set a daily tone of freedom of choice and awareness of responsibility; an expectation of success in each child; confidence in the fairness and consistency of the environment; an emphasis on creativity, excitement and exploration in learning; expectation of internal rather than external motivation; and a safe, cheerful place to spend each day.

Theoretical Foundations

Five theoretical rationales shaped the goals and objectives of the intervention program. Piagetian equilibration theory, which stresses judicious provision of toys, materials, and human interactions in sensitive relationship to the developing abilities and understandings of the child, helped to shape the infant curriculum both in the home and center. Piaget's attention to the crucial importance of active child participation in the construction of knowledge was also emphasized.

Language developmental theories suggested that adult modeling and expansion of child language, contingent responsiveness to early infant coos and babbles, interactive turn-taking talk, and frequent book reading would increase child language repertoire (Bernstein, 1964).

Erikson's theory of each child developmental stage as, optimally, the positive outcome of a series of nuclear conflicts or struggles between opposing emotional ajustments and attunements, focused program concern on the development of basic trust, sturdy autonomy, and learning initiatives in the children served (Erikson, 1950).

Saul Alinsky's (1971) theory of community organization shaped the way in which FDRP personnel perceived their role in the community served and the tone with which parent contacts were maintained. Alinsky had theorized that "To give people help while denying them a significant part in the action contributes nothing to the development of the individual. In the deepest sense it is not giving but taking--taking their dignity" (p. 123).

From John Dewey and the British Infant School movement, the FDRP project drew the concepts of the importance of freedom of choice for children, encouragement of creativity, and design of an environment that supports exploration in a spatial rather than exclusively time-bounded organization of programmatic offerings.

The Parent Involvement Component

The major premise of the FDRP was that parents are the primary teachers and sustaining caregiving persons in a young child's life. Affective and interpersonal relations with the parent would have a profound impact on the learning motivation and competence of the developing infant. Thus, the major thrust of the intervention program was to maximize family functioning. Specifically, a cadre of paraprofessionals, called Child Development Trainers (CDTs), was recruited and trained intensively to work with families, particularly with young mothers of first- or second-born children beginning prior to birth of the baby.

The goals of the parent outreach component were to support a rich quality of family interactions and increase family cohesiveness. Home visitors encouraged an intense mother-child relationship that involved affectionate bodily loving contacts, yielding to children's needs for self-comforting activities, and responding positively to a young child's productions or efforts to learn. A learning game was taught to each parent during the weekly home visit.

The roles of the CDTs grew as the families grew. The major role played by the CDT was that of a knowledgeable friend. The CDT often acted as adviser and confidant on many family issues. When issues arose the CDT was usually the first called. Often their advice was asked on personal relations, finances, career changes and education. Many mothers looked forward to the weekly visit from the kind listener who had her and her child's well-being as her major priority. Specifically, during weekly home visits, CDTs:

1. Taught families Piagetian sensorimotor games, language interactions and learning tasks appropriate to each child's developmental level. Particular emphasis was placed on helping parents carry out such learning games in the context of warm and loving interactions with children during daily routines and care situations.

2. Provided nutrition information, explanations, and demonstrations for families.

3. Modelled processes of interaction that facilitate involvement and enjoyment by children engaging in cognitive and language activities.

4. Offered positive support and encouragement to the mother as she herself carried out a given activity with her child. The mother rather than the child was the focus of the home visitor's attention and teaching.

5. Helped the mother to learn ways to modify games and activities so that the child was more apt to maintain interest in an activity and to learn. Meeting the "match" developmentally between parental learning goals for a child and the child's current developmental capability requires sensitive attention to the unique individual characteristics of a particular child.

6. Developed friendly working relations with personnel in service agencies and served as a liaison person between available community support services (such as pediatric clinics, food stamp programs, and legal counseling services) and the family.

Community liaison function expanded and varied as the needs of the family were clarified or new needs arose.

7. Facilitated family members in taking an active role in their child's development. This involved helping families learn to find and use neighborhood resources and learning environments, such as libraries, supermarkets and parks.

8. Enchanced mothers' ability to observe their children's development and to devise their own appropriate learning games and activities as children continued to grow.

9. Responded positively and actively to the parent's need to fulfull her aspirations for herself. It was hypothesized that parental feelings of self-confidence and self-competence generated as the mother undertook a job or job training or further schooling would be reflected in more secure and positive relations between parents and child. Personal attention and friendship were offered to the mother by her home visitor. Different families need different personal support strategies.

10. Encourages the mother to take an active role in the child's classroom and school, when a child was ready to enter public school. Mothers were given specific practice in learning how to make and maintain contacts with school personnel (and how to assess classroom interactions) so that the parents could continue to be positive educational agents and advocates for their children in the public school system (Honig, 1982a, pp. 51-52).

The home visitors did a good deal of liaison work with the Children's Center teachers. "They eased misunderstandings that could arise over messed rompers or lost mittens. CDTs alerted teachers to situations at home that could change a child's sociableness or responsiveness to adult expectations and to newly introduced learning situations" (Lally & Honig, 1977b, p. 29).

One baby did not dare to touch a doll to examine and label its features. His father punished him severely at home if he tried to play with a doll, since the father believed that doll play would cause homosexuality. Another child was causing major concern because of sexual acting out in the classroom. The CDTs explained what the parent had not to the teachers. The little girl had recently lost her beloved grandfather, her only male adult parenting figure and was much disturbed by this loss. Thus, in myriad ways, the CDTs served families not only directly, but indirectly.

The home visitors also created toy and book lending kits that parents could borrow freely. During the weekly home visits to families, each CDT also listened empathically to personal troubles. After each home visit, CDTs filled out a Weekly Home Visit report. Once a week they escorted parents and any siblings to the Children's Center (the day-care component of the FDRP) for parent meetings, at which toy making, tye-dying, child-sized cardboard furniture making or other constructive activities took place. During the once-a-month nightly parent meetings CDTs also helped by providing transportation to parent meetings.

Weekly all day in-service training and review of formative evaluation information with their own supervisor as well as with the Program Director and Project Director furthered the home visitors' understanding of the aims, purposes and methods of the Piagetian and

other learning activities (Lally & Gordon, 1977) taught to parents each week.

These in-service sessions also provided opportunities for full discussion of difficult problems with case study analysis and group problem solving. Almost every week a serious problem that faced one of the families was presented and strategies were drawn up with regard to the action the CDT or other project staff should take. Often strategies were shared among CDTs with one who had already faced a problem, explaining possible approaches to a CDT with a similar problem. One CDT shared her frustration when week after week the home she visited was very chaotic. One day on arriving with wet snowy boots, she asked the mother if she could please find some newspapers so those drippy boots would not mess up the mother's apartment during the home visit. "You know," she explained earnestly to the mother, "I sure would not want somebody messing up my apartment with snowy muddy boots. I would really appreciate it if you could get some newspapers and I will leave my boots outside." The young mother, agreeable, found some newspapers. She also found ways during the next weeks somehow to straighten her own living place so that there was a clean place to sit down and more of a sense of order when the CDT came.

In-depth interviews with mothers, three years and five years after home visiting was initiated, generated overwhelmingly positive responses to the role and contributions of the home visitors. This positive response occurred even when mothers had missed many appointments.

Patience, courtesy, caring, and persistence were qualities the CDTs gave generously. As one mother remarked in response to the question "If your CDT has helped you, how has she been the greatest help?": "She's very understanding. She's gone through a lot with me. I don't answer the door

or phone. It takes a person with a lot of nerve to try to see me. If she weren't so patient and understanding, my child wouldn't be in the Center. I don't think most people would put up with someone like me. I know I wouldn't!" (Honig, 1979, p. 53). Other comments about the CDT included: "She's always there to contact for every problem"; "She likes her job more than just for the money"; She's not afraid to come into my house and eat my cooking"; and "She's one of the best friends I've got." (Honig, 1979, p. 54).

Choosing paraprofessionals as CDTs was an important project decision. The young mothers could identify with paraprofessionals who had come from a poverty background themselves and could serve as role models of competency. The CDTs were not only parent educators. They identified strongly with the needs of the families they served and felt themselves to be the most knowledgeable advocates and supports for parents in the project.

Staff-parent relationships. Child Development Trainers were the critical link in parent-staff relationships. When parents were first becoming acquainted with staff and each other they often did so in the company of their CDT. Because children were bussed to the Children's Center daily contact with teachers was rare. Therefore staff created a welcoming atmosphere for parents, whenever the parents visited whether on a drop-in basis or for the occasional all-you-can-eat spaghetti, salad, and French bread suppers held at the Children's Center. During these suppers, slides were shown of the children in their activities. Teachers invited parents on a tour of the classroom areas, with the children proudly showing off "their" school. Polaroid pictures of the children were often given to parents who attended these events. Annually, an Open House was held. Parents baked cookies and helped prepare invitations. That they felt most welcome in the Children's Center seemed evident as they arrived with

neighbors, friends, and relatives to attend the gala occasions of Open House.

Teachers further maintained positive relationships with parents by safety-pinning a "Memo to Mommy" note daily on each child's clothing. This note might contain a teacher appreciation of a toddler's fondness for another tot as a special friend, or a child's new skill in stacking six blocks, or venturing to try finger paint, or eating squash for the first time, or daring (finally) to pat the gerbil's fur as teacher carefully held the animal. Sometimes, a "Memo to Mommy" note brought a prompt telephone call of disbelief and relief, as when the note simply said "Jason did not bite anyone today.

The Parent Organization

As the project progressed parents met and formed formal and informal associations. The formal parent organization met monthly, had elected officers and functioned in similar ways to Head Start parent organizations. This group critiqued project plans, organized parent, child and center events and engaged in program advocacy. Another organization was called the Children's F.O.R.C.E., Families Organized for the Rights of Children in Education. This group of parents was specifically concerned about the continued education of their children after FDRP. They organized, asked for training in classroom observation and for information about parents rights with relation to the schools. They set about observing in the Syracuse kindergarten and 1st grade classrooms and making their findings known to program parents so that they could make informed decisions about requests and demands for what they felt was proper placement for their children. A number of parents formed informal units for the purpose of

purchasing food and supplies in bulk and at reduced prices. Two single parent mothers who met in the program moved in together as a means to pool their resources and share evening child care responsibilities.

The Children's Center Component

The Children's Center, a pioneer child care and educational facility for infants, toddlers and preschoolers, was founded in 1964 by Dr. Bettye Caldwell under a grant from the Office of Child Development. When FDRP began the Children's Center already had a well trained staff and a strong reputation in the Syracuse community and nationally because of Dr. Caldwell's earlier work. This made recruitment and startup of FDRP a relatively easy process. In 1969, Dr. J. Ronald Lally became Project Director. He recruited a new population of families with infants, all from low income families, born in 1969, 70 or 71 and started the FDRP. He added the home visitation component and also implemented an open-education model in the Children's Center for the children from 18 to 60 months of age. Dr. Alice Honig remained Program Director and supervised staff training and assessments of the multiple components of the Family Development Research Program.

The Children's Center served children from all parts of the city. Children were picked up by bus driver and rider each morning and delivered home in the late afternoon. The manner of greeting and dropping off children was emphasized. The bus was equipped with special infant safety belts. Drivers and riders received in-service training so that the bus experience too could promote the social/cognitive/language goals of the program. Style and content of interaction were stressed. Each child was to be treated as a prince or princess. The bus driver even wrote a report on what Piagetian sensorimotor and preoperational learnings the children

would experience on a bus trip to visit a park or the zoo or the airport!

Staff training. All the caregivers and home visitors in FDRP participated as did all staff, including the cook, secretarial staff, researchers, testers, and, as mentioned above, bus drivers and driver aides, in intensive annual two-week training sessions each fall. Personal renewal and revival of motivation occurred as well as learning of increasingly subtle child observation skills and refresher understandings of Piaget, Erikson, etc.

During the year, staff held weekly case conferences, in which the progress, problems, and strengths of a particular youngster were discussed in depth. Every staff member who could contribute to a child's experiences at the Center was invited to participate in these case conferences. Plans were drawn up for possible ways to enhance the child's participation in program. For example. one preschooler who was beaten sometimes by his young mother's boyfriends seemed to have difficulty in concentrating on cognitive activities. He preferred running and found it hard to focus attention. Since he loved ball games, the teachers cut out paper footballs of varying sizes to interest him in size seriation. A small basketball hoop was erected on the outside play area to involve him in near and far shots. Several staff members participated in devising ways to help this particular child. Input from every staff member was valued when such a problem arose, and over time many became more skillful in helping individual children. The general philosophy was that the enhancement of staff skills was as integral a part of program as helping the children to flourish.

The Children's Center, lodged in a huge church basement, consisted of three main groupings designed to accommodate developmental stages of the children served.

Infant-Fold

Infants 6 months to 15 months were cared for in an "Infant-Fold." Each caregiver was assigned four infants. Caregivers worked in pairs with group size limited to 8 infants. The caregiver assigned to an infant was expected to form the principal relationship with the child. The assignment was made clear to the parents and other caregivers. The team, however, worked quite closely with one member often taking the one, two or three infants from the group of eight for a special activity while the others cared for the rest of them. This team concept also was utilized to free caregivers for food preparation, room arrangement and the like. During the half-day program, the infants received responsive loving attention, cognitive and social interactive games, Piagetian sensorimotor games, fine and gross motor activities, sensory stimulation and activities, language and book experiences. The sensorimotor domains emphasized in games created by staff included object permanence, means-ends relationships, creation of new schemas, coordination of vision and prehension, causality learning, construction of spatial understandings, and imitation of gestures, sounds, and words. All games were carried out in a climate of respect for the personhood of babies and with the goal of building basic trust. Loving persistence paid off. Even babies who initially refused eye contact or were indifferent to interactive games eventually became animated, participatory and happy in interactions with their living special persons--their caregivers.

Techniques that the caregivers used included praise and positive reinforcement for small tries, expressing pleasure at early perseverance at tasks, creating happy, non-frustrating endings for learning activity times, and carrying out games with multiple curricular purposes. For example, singing and chanting "Up and down" while smiling and using baby's name

enhanced language and social participation. Lifting a baby into the air so that she could venture to stretch to touch a paper mobile hanging by a string from the ceiling provided good experiences of body cuddling, building Eriksonian trust, while promoting coordination of prehension and vision, dexterity, and spatial understandings.

"Matchmaking" (Honig, 1983) was an important technique to enhance learning. Activities were tailored to the individual level of skill and capability of each child. Small steps, "dancing the developmental ladder" (Honig, 1982b), were created by modifying learning games to increase the child's chances of being able to solve a slightly new or novel task. All caregivers were encouraged to use creativity in finding ways to embed the curriculum in daily activities, in daily care routines, and informal encounters as well as in more formal learning experiences.

Transition Group

Babies from 15 to 18 months were in a special group with full-day care five days a week. They were offered a more varied program of sensorimotor activities. For example, they could make a zoom car go or work a jack-in-the-box. Self-feeding was encouraged, and larger spatial areas with sliding cabinets permitted more free choice of materials and encouraged early toddler autonomy. Yet body loving, comforting and emotional support remained freely available to the older babies. A handbook is available that describes in detail FDRP training procedures for preparing teachers to work with infants and toddlers (Honig & Lally, 1981).

Family Style Education (Multi-Age Differentiated Environment Groupings

Children from 18 to 60 months were together daily in an environment designed by Margaret Lay and Dopyera (1977) akin to the British Infant School in its philosophy and structure. The children had freedom of choice and access to four major environmental areas, replicated in two modules. Teachers were stationed in each area with some teachers "floating" to particularly popular areas. Within each module, the children could choose a:

1. Large-Muscle Area: Walkboards, large building blocks and cardboard boxes, slides, rocking boats, climbers, tumbling mats, and other such equipment encouraged the children to try activities involving large-muscle and kinesthetic development. A housekeeping corner and dress-up corner invited children to carry out dramatic play and bodily expression.

2. Small-Muscle Area: Fine motor coordination was encouraged by a plethora of materials (for example: pegboards, puzzles, and stringing beads) that invited practice of prehension skills. Many of these toys were made at the Children's Center. Often they consisted of items with which the toddler was already familiar at home such as coffee cans that the child could fill with clothespins and bottle caps.

3. Sense-Perception Area: In this area materials and opportunities were provided for sensory experiences. Pasted in a cluster on a cardboard were bumpy kidney beans to touch. Stitched onto a burlap wall-hanging was a puppy whose body was made of plush.

Record players and rhythm and music instruments were available here. A reading corner had a comfortable couch and reachable shelves of attractive books. Taste sampling (for example, sweet honey, followed by sour lemon) and taste mixing (honey on lemon) were included in this area's ventures. Assorted gerbils, goldfish, and terraria were also available for sensory explorations--always, of course, with the teacher's gentle assistance.

4. Creative Expression and Snack Area: Furniture groupings permitted several subdivisions of this major area, so that painting easels, a table for clay work or plastic arts, water-play tubs, sand or sawdust boxes, and a table set with mid-morning and mid-afternoon snacks were available choices for the children (Lally & Honig, 1977b, pp. 21-22).

Additionally, the children had a large variety of wheeled toys and equipment in the large gymnasium that was used in inclement weather, when the children could not go outdoors to their enclosed play area. Part of the gym served as a dormitory for the toddlers and preschoolers at nap time. In the large dining room, the Family Style children ate in groups with a teacher at each table. Parents were free to join the lunch and to visit whenever they chose.

The Family Style program was spatially structured rather than time-oriented. Several rules pertained. No physical aggression was permitted. Materials had to stay in their appropriate areas, and materials had to be cared for and not destroyed. That is, books could not be torn and puzzle

pieces could not be dunked in a water play tub, nor could dolls be banged with a hammer. Thirty second time outs were used for flagrant transgressions.

Concept links were made from one area to another. For example, fast and slow could be acted out by running or walking or crawling in the large muscle room. Yet the concepts of fast and slow could also be taught in the sense experience area by singing or chanting faster or slower, and taught in the creative experience area by pouring sand fast from a cup into a pot or through a tiny hole in an orange juice can so that the sand poured slowly.

The opportunity to interact with children of different ages was used by the teachers to promote more prosocial behaviors and sensitive awareness of the differences between younger and older capabilities. One day in the lunch room a two-year-old spilt milk. The four-year-old sitting at her table looked from the puddle on the ground to the toddler's face. Then, he shook his head as if deciding that the younger child simply did not yet know the rules about cleaning up nor how to do so. He slipped off his chair, got some paper towels, and proceeded gravely to smear the milk puddle around in a helpful attempt to clean up the younger child's mess.

During the children's naptimes, the Family Style teachers often created learning activities for the children, such as a seriation game involving different size spoons in a shoe box. Or they cut up merchandise catalogues and prepared lotto games with household articles, clothing or recreational items of personal interest to young children, who could match one item with a similar one on a Center-made lotto card. Providing the caregivers encouragement and opportunities to be creative, develop and work cooperatively was an essential part of the program.

Assessing the Family Development Research Program

The carefully spelled out goals of the FDRP program and the even more specifically defined roles and activities required of staff members made the tasks of assessment clear, if complex. A variety of psychometric tests and ecological observation measures in classrooms were administered to assess how the children were faring (see Lally & Honig, 1977a & 1977b for full details of all assessments). As noted earlier, parents were interviewed in depth after three and five years in the program to assess the effectiveness of the CDT's efforts. Weekly and Monthly Home Visit Reports permitted data gathering on the course of parental rsponsiveness to the CDT's work.

At thirty-six months of age, a longitudinal control group was established for the duration of the FDRP. The control children were carefully matched in pairs with Center children with respect to sex, ethnicity, birth ordinality, age, family income, family marital status, maternal age, and maternal education status (no high-school diploma) at time of the infant's birth. Stanford-Binet IQ scores were compared at 36, 48, and 60 months between the Center children and their matched controls. Scores for the Center and controls were also collected at 72 months.

Short-term Impact on Child Functioning

The short-term effects of the Family Development Research Program have already been reported elsewhere (Honig, 1977; Honig, Lally & Mathieson, 1982; Lally & Honig, 1977a). A synopsis of noteworthy program effects on child functioning during and at the close of the program follows.

Cognitive Functioning. At 36 months of age program children scored significantly higher on the Binet test than their control counterparts

(Lally & Honig, 1977b). However, as the children grew older these differences disappeared. At the end of the program, when they were 60 months of age, the program and control children looked similar to each other across a variety of measures of cognitive development and intellectual abilities.

Social-Emotional Functioning. The Social-Emotional Observer Rating of Children (Emmerich, 1971) was used to observe study children in preschool, in kindergarten and again in first grade. At 36 months of age, program children exhibited superior social-emotional functioning as compared to the control children. After leaving the program and starting kindergarten, program children continued to function better than control children in the domain of social-emotional functioning. During the time they were in first grade, program children continued to behave in positive ways toward other children but their behavior toward the teacher had changed. Program children displayed significantly more positive and negative behavior toward adults than control children did. Program children sought out teachers through many more negative bids than when in preschool or kindergarten and were observed to smile and laugh less frequently. In a complete report of this investigation, it was hypothesized by the researchers that the expectations of the children for personalized attention from the teacher were being violated, and their behavior changed accordingly (Honig, Lally & Mathieson, 1982). A number of parents reported that their children were frustrated with their school experiences, with one parent reporting that her child complained, "I'm not learning anything."

Whether it was the discrepancy between their expected interactions with teachers in preschool and first grade or some other factor that contributed to more negative behavior in program children, it is clear that the transition from the intervention to school went hand in hand with

changes in social emotional behavior. This pattern corresponds to that found by Haskins (1985) in a study of an infant/preschool program which, though it emphasized cognitive goals rather than a balance between cognitive and social emotional goals, is in many respects comparable to the Syracuse intervention. Haskins reported that program children in his sample exhibited an increase in negative social emotional behavior once they entered the public school system.

Section Two

Longitudinal Follow-Up Study: 10 Years Later

The follow-up study was comprehensive in nature. We sought to gather information on the functioning of the study children in school, in their family, and in the community. We also wanted to investigate family functioning, both the family as a unit and how it relates to the community. Data were gathered from school records, court records, probation department records, and the like. In addition, teachers were asked to complete a questionnaire that involved rating the academic and social functioning of each study child in their class. The follow-up data collection also consisted of interviews with the study children and one of their parents or guardians. In almost all of the cases the parent interview was conducted with the study child's mother. The interview session was multifaceted. Parents completed a demographic data form, filled out questionnaires, and responded to open-ended questions on their perceptions of their child's school and social functioning, the quality of their family life, their aspirations and the like. The study children completed a questionnaire and responded to various interview questions about their functioning in school,

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their social attitudes and behavior, their family life, their aspirations and so forth. The entire interview session lasted 2 to 2 1/2 hours. Parent and student interviews were conducted separately, usually in different parts of the home. The interviewers were advanced students in one of the helping profession fields. They were kept blind to family status in the study (program or control).

Research Sample

Of the 108 children who started the program, 82 completed the full five year intervention. Seventy-four of the matched controls remained in the sample through 60 months of age as well. Nine years later, when the longitudinal study commenced, we were able to obtain informed consent from 65 program families, which was 79% of the families who finished the program, and 54 control families, which was 73% of the control families who were still in the sample at 60 months of age. Two additional program and 2 additional control families were found, but these 4 families would not sign consent forms and were consequently dropped from the study.

We found the families for the follow-up study through various means. Publishing announcements that listed child and family names in local newspapers and distributing information about the study in local schools helped us make contact with a substantial number of families. Once families were aware that the study was taking place, many would contact the research team and arrange to participate. Occasionally friends of a study family would either contact the research team or their friends, who would in turn contact the research team. Lists of other study families were shown to those already located: sometimes study families could help us

locate a few other families. These procedures helped us find about 80% of the families who consented to participate in the follow-up study. Finding the last 20% of the follow-up sample was much more difficult. We hired a recruiter who had vast experience doing community work in low income neighborhoods. He located families through informal conversation on the street and, ultimately, through developing a network of contacts in the neighborhoods where study families lived. It is noteworthy that this group of "hard-to-find" families who were eventually found and who consented to participate, about 20% of all families in the follow-up sample, consisted of by and large the least organized and least stable families in the entire sample.

Contact with the families was made by the research team first to obtain signed permission forms and then later to schedule and conduct parent and child interviews. Maintaining contact with the families turned out to be difficult in a substantial number of cases. A subgroup of families within the sample moved frequently, often without leaving a forwarding address. Some lost telephone service, some would fail to be home at an appointed time for an interview, or, in a few cases, because of severe problems in the family such as domestic violence, some avoided having continued contact with the research team. As it turned out, parent interviews were conducted with 51 of the 65 follow-up program families and 42 of the 54 follow-up control families. For the child interview it was possible to perform 49 out of 65 possible program sample interviews and 39 out of 54 possible control sample interviews.

What the above data indicate is that it was impossible to maintain contact and conduct interviews with about 25% of both the follow-up program and control families from whom we were able to obtain parental consent.

This is only part of the story, however. It was much easier to maintain contact with and perform interviews with 75% of the program families in the follow-up sample than with 75% of the control families. The last 10 interviews (about 25%) conducted with control families required an enormous amount of patience and persistence. Interviewers would arrive at a home at an appointed time only to find no one there. About half of these families had no telephone, so someone from the research team would have to stop by until the family was at home. Unlike the families with whom it was easy to maintain contact and conduct interviews, the "hard to study" families were very impoverished and disorganized. The larger proportion of the "hard to study" families in control follow-up sample, 25% of the control group interviewed versus 10% of the program group interviewed, was one indication that a substantial sub-group of families within the control group was functioning poorly.

Both the program and control follow-up samples did not differ from the make-up of the program and control samples at the close of the intervention. Attrition was studied by comparing the follow-up program sample with the original program sample, and the follow-up control sample with the original control sample on the following variables:

1) child's Stanford-Binet score at 48 months of age;
2) mother's years of education by the 60 month interview;
3) mother's age at the birth of the study child;
4) the presence or absence of a father figure in the house; and
5) family's annual income level when the study child was 60 months old.

The follow-up program sample was not significantly different from the

original program sample, and the follow-up control sample was not significantly different from the original control sample on the 5 above variables.

Demographic Profile of Follow-up Sample

There was wide variation in the social and economic circumstances of both the program and control follow-up families. On one end of the continuum were two-parent families with both the mother and father earning average to better than average incomes. At the other end of the continuum were single-parent families that were completely dependent on public assistance. The majority of families in both the program and control follow-up samples, though not at the extreme, fell at the lower end of the continuum. As Table 1 shows, single-parent families with the mother working at a low wage made up a good part of both samples. This table also shows that the program follow-up sample consists of more single parent households than the control follow-up samples, though this difference is not statistically significant.

Insert Table 1 about here

School Functioning

School Record Data. The Syracuse intervention had a positive impact on the school functioning of girls. This positive effect on the program girls started to appear during early adolescence. An analysis of grade report data, mostly for 7th or 8th grades, indicated that none of the program girls was failing school, while 16% of the control girls were found to have failing grade averages. Moreover, 76% of the program girls were performing at a C average or better, while only 47% of the control girls

were performing at this level. This difference between program and control girls was statistically significant. When we analyzed recent grade report data for the boys no differences resulted between the program and control group.

School attendance data paralleled patterns found in the school grade report data. We were able to obtain school attendance data for four school years, 1981-82, 1982-83, 1983-84, and 1984-85. Poor school attendance was defined as having 20 or more absences from school, which was a criterion used in another intervention follow-up study (Seitz, Rosenbaum & Apfel, 1985). The analysis of the first two years of attendance data resulted in no difference between the program and control group, for either girls or boys. In year three, however, 14% of the program girls, as compared to 50% of the control girls, had more than 20 absences. And in year four, none of the program girls had more than 20 absences. In contrast, a significant percentage (31%) of control girls had more than 20 absences. No such differences were found between program and control boys.

Unlike recent school data, information on the elementary school years indicated no differences between the program and control group. Grade retention in both the program and control group was similar to that in the entire Syracuse City School District. (As an aside, it is noteworthy that the Syracuse City School District, where all of the follow-up sample started school, and where over 85% of the study children are still enrolled, has had over the last decade a strong tendency to retain students. Using an age by grade data matrix provided by the Syracuse Schools, we estimated that about 60% of the students in the school district have been retained at least once by the time they reach 9th grade.) Finally, rate of placement in special education was similar for both the

program and control groups for the school years 1980-81 through 1984-85.

Teacher Ratings. A questionnaire that consisted of 96 items was distributed to three current teachers of each of the study children (n=119). Items on the questionnaire covered a variety of topics including the child's commitment to schooling, behavorial dispositions (e.g. animated and enthusiastic or depressed), confidence and social behavior (e.g. aggressive toward peers or friendly). Children were rated on each of the items according to a 6-point scale that ranged from "describes very well" to "does not describe well at all."

We were able to collect at least one completed questionnaire for 101 follow-up children. Since data from two or more teachers were available for only 48% of the 101 children for whom completed questionnaires were returned, we decided to use one questionnaire per child. For children for whom more than one questionnaire was available, one was randomly selected to be used in the analysis of teacher ratings.

Hans (1987) applied a facet theory analysis (as described by Guttman, 1980) to the questionnaire items. A set of facet categories was defined apriori according to a mapping sentence. This procedure resulted in 12 facet categories. These categories were in turn used to categorize the teacher questionnaire items; forty-three items fit into the category structure across 8 facet categories. (Chart 1 lists of these 8 categories with examples.) Four categories failed to account for any items, and items failing to fit into the structure were not further analyzed. In order to study the hypothesis of a correspondence between the apriori category structure and the empirical organization of the 43 items, a smallest space analysis was applied to the data (Guttman , 1980). There was a high degree of correspondence between the facet categories defined apriori and the

empirical organization of the 43 items resulting from the smallest space analysis. Although not necessarily part of a facet theory approach, sum scores for each of the categories were then computed, standardized, and used as a set of dependent variables in a multivariate analysis of variance with program and sex as independent factors in the analysis.

Insert Chart 1 about here

A multivariate analysis of teacher ratings resulted in a significant program group x sex interaction effect. To interpret this interaction effect, univariate analyses of variance were computed separately for the males and females; program group was the independent variable in this analysis. No significant group differences resulted for the males. However, program girls were rated as having more positive attitudes toward themselves and toward other people than control girls. Teachers also indicated that program girls had greater achievement in school and better control of their impulses with respect to other people. On the other four dependent variables, the mean scores for the program girls, though not significantly different, were always more positive than for the control girls. Figure 1 plots the mean scores for each sex and program group on each of the eight variables.

Insert Figure 1 about here

Thus, teacher ratings showed that program girls were functioning

better than control girls in the areas of self-esteem, feelings toward others, control of aggression toward others, and achievement in school-related skills. The superior functioning of program girls found in the teacher data corresponds to the findings from the analysis of school record data, which revealed that program girls were performing better in school and more regularly attending school than control girls. Taken together, these data showed that the intervention clearly benefitted the program girls in the domain of school functioning.

Family Interviews. The parent and study child interviews consisted of open-ended questions on such topics as their use of leisure time, values, concerns, aspirations, accomplishments, and support systems. A content analysis was applied to the interview responses to identify categories for classifying them. Before categorizing interview responses, data coders segmented each response into thought units. A thought unit was defined as one piece of information in a response. For example, in response to the question in the parent interview on what advice she would give to a young parent on how to raise children in today's world, a mother said, "Listen to what they have to say, and teach them about morals." In this response there are two thought units. The first was, "Listen to what they have to say," and the second, "teach them about morals." Once thought units were identified for a response to a particular question, each one was categorized into one of the categories defined for that question. Inter-coder agreement ranged from 71% to 86% (median=79%) across the coded responses for all questions. In the above example, the first thought unit was categorized as "Be Open or Responsive," and the second unit as "Teach Values." Major trends will be presented here for each of the parent and study child interviews.

Parent Interview. The most prominent findings in the comparison

between the responses of program parents and those of control parents pertained to the parents' comments about what made them feel proud about parenting, and the kind of advice they would give to children growing up in today's world. In response to a question about what made them feel proud about raising their children, 28% of the program parents talked about their child having a prosocial orientation while only 10% of the control parents did so. An example of a thought unit that was coded as prosocial was, "He cares about other people." In addition, a significantly higher percentage of program parents (18% vs. 5% of control parents) mentioned that unity in their family made them feel proud of their parenting effort. Responses that were coded as indicative of family unity included, "We're all close with each other" and "We stick together."

When asked about what advice they would give young people today, 29% of the program parents said that they would advise young people to learn something about themselves and do everything they are capable of accomplishing. A significantly lower percentage of control parents (only 5%) expressed that they would give such advice. Thirty-three percent of the control parents, in contrast, responded cautiously, saying they would advise young people to avoid having too high expectations and instead concentrate on getting by. Only 14% of the program parents said they would give such advice.

In sum, in comparison to control parents, program parents report feeling proud about the prosocial attitudes and behaviors of their children and the quality of family unity in their family. They also would more likely advise young people to seek to reach their full potential, while control parents would more likely counsel young people not to expect too much.

Child Interview. In response to a question about what they liked about themselves, program children significantly more often expressed that they liked one or more of their physical attributes (e.g. their appearance or physique) than control students did. There was also a trend in which program children indicated liking one or more of their personal attributes (e.g. their personality or sense of humor) more frequently than control children. When asked what they disliked about themselves, program children tended to say "nothing" more often than their control counterparts. Taken together, these findings suggest that program children feel more positively about themselves than control students do. These results are shown in Table 2.

Insert Table 2 about here

Other differences between program and control children in the analysis of interview data were in the area of school life and in the way they handle problems. In answer to a question about what they see themselves doing in five years, many more program children envisioned being in school, while control children tended to foresee having a job and being on their own. Another question about school asked the children to talk about the "worst things about school." Twice as many control students as program children responded to this question by saying "getting in trouble." In another domain, when asked about what they would do if faced with a serious problem, a significantly higher percentage of program children stated they would take an active approach to the problem. An example of an active response was when the children were asked what they would do if they were

failing a class. Responses to this question that were coded as active included "going and talking to the teacher," "talking to my counselor," and "finding out if there was extra work I could do." If the children could not come up with a way of handling the problem or simply responded "nothing" in answer to the question, the response was coded as passive. These findings from the child interview are tabulated in Table 2.

In sum, the analysis of the child interviews indicated that, as compared to control children, program children feel more positively about themselves, envision education being a continued part of their life, and tend to report that they would handle problems more directly and actively. The more positive outlook reflected in the interview responses of both parents and students coincided with more positive functioning of program children in their community, as reported below.

Juvenile Deliquency in Program and Control Children

The strongest evidence of program and control children's functioning in the community came from involvement in the juvenile justice system. For this follow-up study effort, we sought to investigate the incidence, severity, and cost of juvenile delinquency in the program and control samples by collecting data from the Probation Department and court records. Data were available on 65 program children and 54 control children, ranging in age from 13 to 16 years old. The data on the incidence and severity of juvenile delinquency in the sample were collected from probation and court records by a specialist in social work.

Cost data were also collected in the study of juvenile delinquency. Fiscal officers from various agencies were interviewed to determine appropriate procedures for estimating the cost of each case identified in the longitudinal sample. Estimated costs included the cost of court

processing, probation supervision, placement in foster care, non-secure detention and secure detention. The least severe cases, i.e., those in which the child was, on request by the parents, judged ungovernable or not under the control of the family, often required placement in foster care, which was the least expensive form of out-of-home care administered by the county probation department. The most expensive form of out-of-home residence was secure detention. Only the most severe cases in the research sample required secure detention. In general, those cases that involved delinquency often necessitated more extensive supervision by the probation department. The cost of supervising severe or chronic offenders was estimated from records that documented the amount of staff time devoted to each case.

Analysis of the data on juvenile delinquency revealed sharp differences between the functioning of program and control children. Only 6% of the program children in the follow-up sample as compared to 22% of the control children have been processed as probation cases by the County Probation Department. Moreover, the severity of the offenses, the degree of chronicity and the cost of the cases were much higher in the control group. Table 3 shows that three of the four probation cases in the program group were ones in which the study child was found to be ungovernable or not under control of his parents at home. The other program case was a one-time juvenile delinquent. Table 3 shows a much different picture for the control group. Five of the 12 control cases involve chronic offenders. Control children have committed much more serious delinquent acts including burglary, robbery, physical assault and sexual assault. In addition, the cost to the court and the probation department for handling the cases was far greater for the control group.

Insert Table 3 about here

The findings in the area of juvenile delinquency correspond to those found in the longitudinal study of the Perry Preschool Project. (Berrueta-Clement, Schweinhart, Barnett, Epstein & Weikart, 1984). Both studies suggest that the association of high quality early education and family support with reduced delinquent behavior later on merits much more intensive investigation. We plan to continue to study the Syracuse sample to see if the differences between the program and control group in criminal activity extend into adulthood.

Discussion of Findings

The Syracuse Family Development Research Program clearly had a positive impact on the children and families who participated in the intervention. Thus far, the strongest program effects have been in the domain of social deviance and functioning in the community. The findings reported in this study correspond to other research that has shown high quality early childhood programs prevent the incidence and severity of juvenile delinquency in children from low-income communities (Berrueta-Clement et al., 1984). The Syracuse children are still young. To the extent that early delinquent behavior predicts later criminality, we would expect the gap between the program and control group to increase. It is conceivable that the costs of criminal involvement in the control group, as compared to that in the program group, will continue to mount.

In addition to the findings on juvenile delinquency, family interview data indicated that program families tended to value prosocial attitudes and behavior, education, and family unity. Likewise, program children

tended to express more positive feelings about themselves, take a more active approach to personal problems, and see schooling as a vital part of their life. Thus, the program appeared not only to prevent severely deviant behavior, but also to be associated with more positive attitudes and values in the children and parents. The message that came across in the interview from the program families was a proactive approach to life or a belief that one can act to better one's circumstances, that one can take steps to reach one's full potential. This stood in contrast to the control families, who tended to emphasize that one should seek to survive or get by.

In the domain of school functioning, the program girls benefitted from the Syracuse intervention. Multiple sources of data support this conclusion including school grade average data, school attendance data, and teacher ratings. Though strong, these positive effects on school functioning did not start to appear until the program girls entered junior high school.

Another major early intervention study, the Early Training Project (Gray, 1983; Gray, Ramsey & Klaus, 1982), indicated that an enduring effect of a high quality preschool program (for 3 and 4 year-old children) was a more positive impact on the school performance of program female children than on male children. Gray (1983) offered several possible explanations for this sex difference in the program group. The two most plausible explanations in her view were either a sample fluke or that the transition to a public school enviornment was more difficult for the program boys than for the program girls. The Early Training Project gave the children a great deal of freedom. Gray speculated that boys in the preschool used the freedom more than the girls and that, once the children

entered school, it was more difficult for the boys to adapt to a more restrictive environment.

The Syracuse Program differed from the Early Training Project in many ways including the length of the intervention, and specific research sample characteristics. Yet, a similar sex difference in school functioning was found in both studies. This makes less plausible the explanation that a sample fluke can account for the superior functioning of both programs' girls in school.

In the Syracuse sample, the transition to elementary school was difficult for boys as well as for girls. No sex differences were found in the analysis of social emotional functioning of program children in first grade. In both the program and control samples, girls were retained less often than boys during the elementary school years. However, only program girls showed improvements in school functioning as they entered junior high school. In effect, the Syracuse program strengthened the long-range school functioning of girls but not boys. It may be that for a number of reasons the school years are more difficult for the black male child (Stevens, 1982). Perhaps the impact of the intervention was not strong enough for the program boys to counteract an elementary school experience that routinely involved restrictions, conflict and failure. This suggests that, to be optimally effective, intervention programs need to continue in some form throughout childhood, at the very least to support the positive effects of early intervention in a child's life.

One finding uncovered while doing this follow-up study must be addressed. We encountered what we believe to be a serious methodological issue in doing longitudinal research with low-income, "multi-risk" families. Both the "hard to find" and "hard to study" families were families whose long-range outcomes tended to be negative. This may have

led to a positive bias in the follow-up data for both the Syracuse program and control follow-up samples, though this positive bias was much more pronounced in the control sample. As it was, in investigating the incidence and severity of juvenile delinquency, we found many more control children in serious trouble. Of the last 10 control families interviewed, each interview having required a tremendous effort to do, 6 of the families had a study child involved in juvenile delinquency. Thus, in order to obtain results that are as accurate as possible, an investment must be made to find and study those families who are most difficult to find and study. Moreover, appropriate measures of difficulty in retrieving and investigating a follow-up sample need to be developed. With such measures, it will be possible to gauge more precisely the degree and type of attrition in longitudinal follow-up samples and how such attrition affects the interpretation of comparisons between program and control follow-up samples.

Finally, it is important to discuss, in general terms, just what worked, what did not and what we would recommend for future longitudinal interventions with similar populations. Although it is almost impossible to separate out the specific effects of parent participation from the child's participation in the Children's Center, it seems clear that our original notion to involve families intimately as intervention agents paid off. The advice that program parents gave their children about how to function in life and the things program parents report they take pride in with regard to their parenting as compared with control parents seem key to the prosocial, motivational and educational differences reported in this chapter. One hypothesis that could be generated for the differences in the samples that appear at junior high school age is the continued input

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from parents after intervention ceased.

One discouraging finding was the relatively little impact the program had on family income and career advancement. It became painfully clear as follow-up data were being collected that many families, both program and control, still lived in poverty and in neighborhoods that they considered dangerous and harmful to the development of their children. A number of children interviewed discussed the discrepant goals of school and neighborhood and the difficulty they had integrating the two. We had hypothesized at the start of the intervention that the permanent environment in which the child was raised would have a continuing effect on the child well after intervention ceased and that is why parent participation was so strongly emphasized. What was not emphasized strongly enough was the power of the neighborhood and the need for special supports during the transition from program to school.

In many ways our program has been very successful, as our data suggest, with both the program boys and girls served. We feel that the findings would have been even more powerful if certain actions would have been taken. In future programs of this type we feel that it would be wise to design the program with three things in mind. One, that developmental transitions be carefully planned for, such as the transition from preschool to school, and that an innoculation approach (intervention ending abruptly) be avoided. Two, that the service institutions and agencies that are already a part of the existing community, including informal neighborhood organizations, be intimately involved in the creation and continuation of the intervention. Three, that programs be designed more dynamically and with opportunities to change and adapt services based on continued readings of the changing family needs.

TABLE 1

Median Family Income of Single-Parent and Two-Parent Households in Program and Control Follow-Up Samples

	Program n=45	Control n=39
Family Income		
Single-parent Household	$10,000	$9,960
Two-Parent Household	$34,500	$25,500
Family Structure		
Single-Parent Households	78%	64%

Note. In a few cases two-parent households were made up of two wage-earning adults.

TABLE 2

Student Perceptions of Themselves and Their Schooling

	Percent of Program Students	Percent of Control Students	Chi Square
Like Physical Attributes	33	14	3.89*
Like Personal Attributes	31	14	3.18**
Dislike Nothing About Self	31	14	3.18**
In School 5 Years From Now	53	28	4.59*
Working 5 Years From Now	35	51	2.93**
Worst Things About School Trouble	17	34	3.44**
Would Make Active Response To Problem	63	37	4.09*

*p<.05
**p<.10

TABLE 3

Summary of Probation Cases in the Syracuse Family Development Research Program's Longitudinal Sample

PROGRAM GROUP (n=65)			CONTROL GROUP (n=54)		
Sex of Subject	Case Type/Offense	Number of Times	Sex of Subject	Case Type/Offense	Number of Times
Female	Ungovernable	2	Female	Juvenile Delin.	1
				Petit Larceny	2
Female	Ungovernable	1	Female	Ungovernable	2
				Juvenile Delin.	1
Male	Ungovernable	1	Female	Ungovernable	1
Male	Juvenile Delin.	1	Male	Petit Larceny	1
				Ungovernable	2
Total = 4			Male	Ungovernable	1
			Male	Criminal Mischief	1
				Violation of Probation	1
Total Cost of Cases = $12,111			Male	Sexual Abuse	1
			Male	Ungovernable	2
				Attempted Assault (2nd)	1
			Male	Robbery	1
				Assault (2nd)	1
				Robbery (2nd)	1
			Male	Burglary	1
			Male	Juvenile Delin.	1
			Male	Ungovernable	1
			Total = 12		
			Total Cost of Cases = $107,192		

For the program group, the estimated cost per child (n=65) was $186, and for the control group, the estimated cost per child (n=54) was $1,985.

Chart 1

Eight Facet Categories Used to Categorize 43 Teacher Questionnaire Items

Direction of attitude toward self

Examples: Seeks constant reassurance. (-)
Is animated and enthusiastic. (+)

Direction of attitude toward other people

Examples: Is friendly. (+)
Gets pleasure from working closely with another student. (+)

Direction of attitude toward school

Examples: Takes pleasure in a job well done. (+)
Values school and school activities. (+)

Involvement with school situation

Examples: Is motivated to work and expends effort. (+)
Is alert and interested in school work. (+)

Achievement with regard to other people

Examples: Is well received by other pupils. (+)
Has few or no friends. (-)

Achievement with regard to school

Examples: Is good at school work. (+)
Reads poorly. (-)

Control of impulses with respect to other people

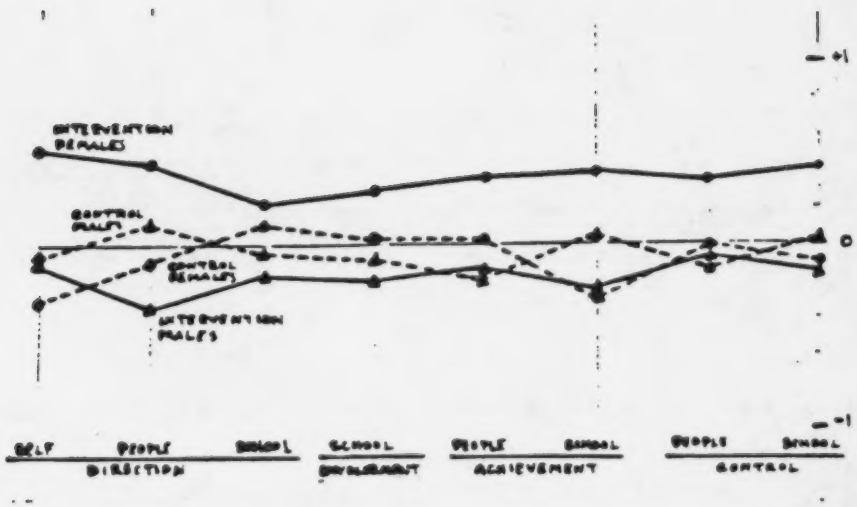
Examples: "Loses head" easily. (-)
Would hurt someone just for the "heck of it". (-)

Control of impulses with respect to school situation

Examples: Requires continuous supervision. (-)
Is easily led into trouble. (-)

Figure 1

Mean Scores for Eight Facet Categories of Intervention and Control Males and Females



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July 5, 1988

Dear Senator Stafford:

Thank you for your concerned and perceptive questions with respect to Senator Chiles' bill S 2034 for which I gave testimony on May 27, 1988..

1. **Dr. Honig, as a noted early childhood expert, you speak of the economics of early childhood education, and I agree with your findings. There are, however, many senior citizens in our nation and, as a grandfather myself, I know it is important to make connections across generations. What kind of role do you see older Americans having in programs for the very young?**

I should like to see a much expanded and varied role for senior citizens in coordination with programs for preschoolers. The richness and loving-kindness of such grandparenting interactions as a force for enhancing the lives of children (dulled by poverty or traumatized by brutality and unable to learn to love because of neglect and indifference) cannot be overestimated.

However, the organizational and logistical problems for administering such occasions may require careful thinking, planning, budgeting and training. Older people may be too tired for more than a few hours per day with energetic or possibly overly cranky and angry young ones whose home lives have not led to calmness nor to considering adults as cherishing ones. Also, if a program has a firm time slot of every Monday and Wednesday morning for a senior citizen to serve in a classroom or child care facility, what happens to center requirements to meet staffing ratios for state licensing laws if the older person has doctor appointments, or is afraid to walk out on a snowy, icy day when streets are slippery to walk upon? Thus, I see the role of senior citizens as priceless, particularly as nurturing and teaching figures who can provide extra laps, a leisurely pace and genuine individualized encounters that make a young child feel special and secure and appreciated. The gifts to both child and grandparent figure are unique. Yet, I see the need to integrate older citizens as supports and enrichments for child care rather than as part of central staff.

We know that in some hospital programs for retarded or handicapped young children, programs for "foster grandparents" have been particularly successful. They provide some remuneration, shorter time commitments and a sense of being acutely needed by the children. So many adults don't have the unhurried time and talk quality that children need and older people can provide. And the hugs and brightened faces of children whose special grandparent figure has arrived are a gift too many older citizens lack in our land of smaller families and long distances between loved ones.

2. **What effect do you believe high parent involvement has on the savings associated with early childhood programs?**

Where there is a high parent involvement and tuned in, responsive attention to the education and affectional needs of young children, then the work of creating a wholesome, industrious, caring little citizen has been well begun, with or without the added component of an enriching early childhood education program. Parents are the first teachers, the primary teachers. Many however, do not know how to fulfill this role. They cannot tune in to the distress needs and signals of babies. They are uncomfortable with cuddles and body draping, so crucial for giving a good sense of the body and the self to tiny babies. (We have enough research to fill drawers on this point.) All the research reviews suggest that responsive, caring, parents who set high goals, are firm and loving, and deeply interested and involved daily with their children, have children who do best with teachers and peers and are easier to live with. Parents especially need to read daily, involve children in important household chores such as sorting laundry, converse lots at the dinner table and take children to special places such as parks and supermarkets and zoos and talk about the experiences as they visit. Such ordinary daily involvement with young ones turns out to produce happy, zestful, committed learners, with a sense of humor, language skills and school successes, even for preschoolers whose parents live in poverty and in ghetto housing (see Swan & Stavros' research in New Orleans).

One serious flaw in the whole educational system in the USA is that we teach the dates of the Alamo, we teach algebra and football and cheerleading, but we rarely make courses on child development, family living, prosocial skills in communicating with others, fathers and infants, etc. required for our junior high and senior high school students. Yet courses in infant development, in learning how to <u>think</u> about and solve our social problems are desperately important. One of every 5 babies today is born to a teenage parent. What, in her or his secondary education, has prepared that youngster for responsive, perceptive caregiving? Certainly not the lyrics of rock music, nor the lectures of English and History teachers. So indeed, parents are priceless. But our country neglects and ignores any skill building and knowledge acquisition in this area. We are supposed to become effective parents either by the grace of God or by the great good fortune of having had loving, interested parents as role models. Can we really count on such blessings in any realistic sense for millions of our children?

3. **We have been talking here today about serving high risk preschoolers. Do you believe there is a need nationwide to serve all three year olds in early education programs?**

Many three year olds do not need education programs. They have enriching, loving concerned parents who rear them. Many threes desparately need such programs, even when mom is home full-time, on Welfare or not, because she cannot or does not know how to provide the foundations for success in the early grades. And some threes need such programs because without two salaries, their parents could not pay the rent or provide for them. Such children need the program then, because otherwise, they might be left with a succession of unqualified personnel to care for them while

parents work. Children need the security of well run programs with highly trained staff and low turnover. Yet we pay day care workers so little (I have had students who were offered $3.65 per hour after attaining the M.A. or M.S. degree in child development!), and their prestige is so low (child care worker is at the level of parking lot attendant in the Federal Register!), that we will need to be very sure in committing ourselves to programs nationally for three year olds that we provide funding for quality education and training in staffing such programs.

Thank you for your concerned questions. I will be away in Australia during August giving papers at conferences, but if you or your staff wishes to ask any questions or citations of research in July or when the Fall semester starts, I should be most happy to provide further "ammunition" in the good fight to improve the lives of young children. My Syracuse University telephone number is (315) 443-4296.

Best wishes in your work to improve the lives of infants and preschoolers. Enjoy being grandpa! I know first hand how delicious and wondrous grandparenting is.

Sincerely yours,

Alice Sterling Honig

Alice S. Honig, Ph.D.
Professor of Child Development
College for Human Development

ASH/drm

The CHAIRMAN. Ms. Desmond?

Ms. DESMOND. Chairman Kennedy, my name is Pat Desmond and I am a Coordinator of Prekindergarten Programs for four-year-olds in the Escambia County School District in Florida. And that is at the opposite end of Dade County or, as our Mayor says, "the Western Gate to the Sunshine State".

I am pleased to be here this morning to deliver testimony on behalf of the American Association for School Administrators. I would like to request that my written testimony be printed in the record.

Escambia County serves about 44,000 students. We implemented three years ago a pre-kindergarten program for at-risk four-year-olds in response to very high retention rates of students in kindergarten and first grade. These students were potential dropouts before they ever get to school.

You have heard a lot about dropouts this morning, and we can with some certainty predict certain characteristics that will cause children to drop out of school, so we can identify these at-risk youth.

I am very excited about what I see as a Federal leadership role in looking at not only increased child care, but taking it a step further, beyond custodial care, and looking at high-quality early childhood programs.

This is in the pattern of programs like Chapter I and Head Start and the Compensatory Education Programs, which recognize that the Federal Government does have a role in working with at-risk youth in our Nation.

I would like to talk a little bit this morning about our program. You have heard from several witnesses from Florida. We are very proud of what Florida is doing. I would like to say that our program has been designated as an exemplary project by the U.S. Office of Education, and we feel very good about what we are seeing after three years with our children.

We don't have any reports on pregnancy yet, Dr. Honig, but after three years, we are seeing that some of the things that have been found in the Perry Preschool Project certainly are being found in our program.

You know the kinds of children we are serving; you have heard it this morning. They live in housing projects; they watch parents do drugs; they can tell you the name of the pushers on every floor of the building. Some of our four-year-olds come to school in the morning carrying syringes that they have picked up while they have been waiting for the bus with their moms. That is the kinds of environment these children are in.

If they have on a red shirt, they can't tell you that it is red, because they don't know their colors. Most of them don't even know their whole name. An animal like a giraffe is unknown to the children we serve. It is an animal; they don't even know what it is.

So there is a whole core of experiences that Senator Chiles has referred to in his bill—a basic kind of education, a basic kind of awareness that you would assume that all children coming into school have—and these children do not have it. It is this population that we are serving in our program.

Our children are approximately two to three years' developmentally behind their more advantaged peers, and as they begin school, the gap gets wider.

Affluent, well-educated parents know enough to put their children in good developmental nursery schools. Poor parents don't know enough to do it, and if they did know enough, they couldn't afford to do it. So the gap that was already there gets wider and wider.

No matter what the problem of society, the public school ends up with it on its front door. And as a former classroom teacher of both gifted children and disadvantaged children, I can tell you that that problem is there for every boy and girl who walks in in poverty, and it stays with those children for the rest of their lives. We have to try to help that level get a little higher.

I would like to depart a little bit from what I had planned in response to—now that we have heard all the testimony, Senator Kennedy—because there were a couple of questions you asked that I think were very significant.

We need to talk a little bit about what a high-quality program looks like. We need to be very concerned, and AASA is on record to support certification of teachers in early childhood to work with preschool programs. We are not talking about a custodial kind of arrangement. We are talking about good developmental programs for boys and girls that do not involve standardized testing, that do not involve a push-down of curriculum. This can't look like a mini-first grade.

One of the things that has hurt kindergartens in our Nation is that there has been this downward push of curriculum, and that is not what we are talking about in good preschool programs. So I certainly hope that as your committees work further on the Smart Start bill and, Senator Chiles, on your bill, that we look very carefully at the position statement that has been developed by the National Association for the Education of Young Children.

Our program has 16 students in a classroom with a degreed teacher and teacher aide. Because costs are a problem, we are moving to a group size of 18 next year. That concerns me, because once it is 18, then it is 20; and once it is 20, then where does it go?

Our program costs between $2,800 and $3,000 per year. Our teachers in Escambia County do not make what they make in Dade County, but we do provide some services that you did not hear about in Dade County.

One of the things that we provide is door-to-door transportation. In Florida, it is usually in the high nineties most of the year, or else it is in the eighties. Our parents cannot walk a mile, carrying a baby in their arm, one in their belly, and one on their hip, and their four-year-old to bring them to school. That is why at-risk children miss a lot of school. That is why they drop out.

Attendance is a key indicator of at-riskness and dropping out of school. Our four-year-olds are at school 94 percent of the time. We have an average daily attendance of 94 percent. That is with great effort. They are picked up at their doors and brought back to their doors.

We provide breakfast and lunch for these children. We know that brain cells grow because of protein, and protein comes from

your diet. So we give them two meals a day. Our program is four hours long. Our teachers are employed a standard day. They are district employees with all the benefits of a district employee.

But in the afternoon, the rest of their contract time, they can work with parents, and they do work with parents. We have a very extensive parent involvement program, and that has to be a key to it all. Our parents are as disadvantaged as their children. So that really needs to be a part of anything we do in this legislation.

I need to quit and let you ask any questions.

The CHAIRMAN. Please continue if you have something more to say.

Ms. DESMOND. All right. Thank you.

One of the hardest things as a classroom teacher that I experienced in working with disadvantaged children is their absolute lack of language skills. We are expecting children to go into school and to read, all across America. Our children in these at-risk populations have no experiences to build upon that are in textbooks. Our textbooks are not about pushing drugs; they are not about 12 ways to have intercourse; they are not about how to go and find crime. They are about things that are in a middle-class experience.

Pensacola has, seven miles from our children, some of the most beautiful beaches—aren't they, Senator Chiles—in the world. Our children have never been across the Bay Bridge; there is no bus that goes across there. So they do not know what it is in second grade, when they are reading a story about the seashore and the text is describing the waves and the tide and so forth—that is not part of their experiential background.

So when you look at a kind of program for kids that doesn't address this, it is very important that we have field trips and that we have opportunities to get those children out into the real world. Their mothers don't take them to the malls and to the grocery stores; they don't know the difference between frozen foods—you ask them where milk comes from, and they say it comes from a store. It doesn't come from a cow.

So there are a lot of things that have to go into a high-quality program to build that basic level of experiences.

The hardest difficulty we have is language. If you can't speak, you really can't read. If you do not know the pattern of language, then reading has no meaning to you. You can't teach phonics to a child who does not hear sounds and who cannot replicate sounds. And the business of schooling is reading. No matter what skill we want to learn, we have to be able to read. And children who cannot speak do not read, and I do not mean children who are deaf; I am talking about language patterns.

We also have, though, not to the degree that Dade County has, but we also have problems with non-English-speaking people. There are a lot of Vietnamese in our area because of the fishing industry. I can tell you that the results we get after a year of pre-K with those children are absolutely alarming. They grow almost three years in their language span in one year, because their culture reinforces that education.

But we are very concerned in our program with language development, with a good, basic developmental program, with lots of play, lots of hands-on materials. We do not use workbooks or pen-

cils and paper tasks, Dr. Honig, and I think we really need to emphasize that we are talking about high-quality programs.

I would like to say that we have used Chapter I funds to deliver this program. And I would like you to know that one of the things that excites me about this bill is that it suggests that State and local agencies really do need to take a very strong role in implementing appropriate programs. But they need that boost from the Federal Government to say: "This is important." It is you who decide what is important in America, and so I support you in doing that.

[The prepared statement of Ms. Desmond follows:]

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MIKE HOLLOWAY, SUPERINTENDENT

June 13, 1988

Mr. James W. Powell, Editor
Committee on Labor and Human Resources
United States Senate
Washington, D.C. 20510

Dear Mr. Powell:

Thank you for the opportunity to review the transcript of testimony delivered May 27, 1988 on S.2034 to the Committee on Labor and Human Resources. Enclosed please find corrections made in red. Also enclosed is a copy of the testimony on behalf of the American Association of School Administrators which should be entered into the official record of the proceedings.

Because I was the last to address the committee, I chose not to read this testimony, much of which had been covered by the previous testimony of others. Rather, I chose to use my allotted time to respond to specific concerns and questions raised by Senator Kennedy and Senator Chiles. I hope my decision to speak to basic issues will not prevent the position of AASA from being printed in the record.

On Monday, June 13th, I received a written request from Senator Kennedy to respond to questions submitted by Senator Stafford, who was unable to attend the May 22nd hearing. These will be forthcoming.

For speedier delivery, further correspondence should be addressed directly to my office.

Thank you,

Sincerely,

Pat Desmond

Mrs. Pat Desmond
Prekindergarten Coordinator
Chapter 1 Office
301 West Garden Street
Pensacola, FL 32501

TESTIMONY OF

THE AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

ON

S. 2034:

THE PREKINDERGARTEN EARLY DROPOUT INTERVENTION ACT OF 1988

BEFORE THE

COMMITTEE ON LABOR AND HUMAN RESOURCES

UNITED STATES SENATE

PRESENTED BY

PAT DESMOND

COORDINATOR, PREKINDERGARTEN PROGRAMS

ESCAMBIA COUNTY SCHOOLS

PENSACOLA, FLORIDA

MAY 27, 1988

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Introduction

Chairman Kennedy and distinguished members of the Committee: My name is Pat Desmond and I am Coordinator of Prekindergarten Programs for Escambia County Schools in Pensacola, Florida. I am pleased to have this opportunity to testify before the Senate Committee on Labor and Human Resources on behalf of the American Association of School Administrators (AASA), representing more than 18,000 school superintendents and administrators across the nation. Escambia County Schools serves approximately 44,000 students. Our prekindergarten program was implemented three years ago.

Child Care Legislation

There are currently a number of bills before Congress which propose national programs of child care. There is a dire need for comprehensive child care, particularly for at-risk youth. AASA concurs with those who have testified on other bills that a national child care policy is long overdue. The National Education Association states that "as the only entity capable of defining and implementing national goals, the federal government has a responsibility to send a message that appropriate child care is a national need." But a national policy can do much more than provide for custodial care of young children.

Early Childhood Development

The American Association of School Administrators is increasingly concerned about children who come to kindergarten lagging far behind their peers in terms of their readiness for school. While a national child care delivery system would respond to custodial needs of children, it would neither assure their cognitive development nor serve to close the educational gap

between them and their advantaged peers. The Council of Great City Schools reports that their "programs in Philadelphia have clearly shown that children who received developmental help early, rather than just custodial day care, are more likely to be ready for school when they come of age." Senator Chiles's S.2034 calls for necessary "educationally based activities".

We applaud the efforts of Senator Chiles, in this bill, and Senator Kennedy, in his Smart Start bill, who have drafted legislation that would provide federal leadership to support early childhood education. The need to provide developmentally appropriate activities for "assisting such children to acquire cognitive and language development skills necessary to succeed in school", as called for in S.2034, the "Prekindergarten Early Dropout Intervention Act of 1988", is even greater than the need for custodial care.

We emphasize that programs should not be academic, but developmental in nature. In other words, kindergarten should not merely be moved down two grades or simply watered down. Quality early childhood development programs should, rather, help children gain the basic skills necessary to become successful students and productive adults. The years from three to six are an optimal period for mastering certain developmental tasks. Preschool developmental day care presents many opportunities to help children master these tasks. We do not endorse standardized testing of preschool students to determine readiness to enter or exit from kindergarten. We do endorse early childhood programs that take an individual and developmental approach and provide flexibility in serving the needs of young children.

Early Intervention

AASA maintains that early childhood developmental activities are necessary for all children. For at-risk children, early outside intervention

is imperative. The Florida Department of Education found that children who had participated in the Migrant Preschool classes were significantly more likely to be at the appropriate grade level for their age and were more likely to attend school regularly. Migrant children who are one year older than their grade level peers have been found to have a 40 percent greater chance of dropping out of school; those who are two years older have a 90 percent greater chance of dropping out. The National Governor's Association reported that quality early childhood development programs "reduce the high school dropout rate, increase the college attendance rate, increase employment, and reduce the welfare and crime rate after high school."

In Escambia County, a study done several years ago found that 40 percent of Chapter 1 children were being retained in kindergarten or first grade. A later study revealed that retentions could be cut in half by providing prekindergarten programs for at-risk children. Statistical data about the long-term benefits will take a generation to gather. Our society must be willing to make the investment necessary to accrue these benefits. Owen Butler, Past Chairman of Procter and Gamble, reported that for every dollar spent on preschool programming, four dollars, plus interest and inflation, could be generated in taxpayer savings.

Supplement Existing Programs

AASA does not believe it is necessary to create a new early childhood educational structure. Existing programs should be supplemented, not supplanted. From a philosophical standpoint, Head Start is a good model. It is, however, woefully underfunded, serving an estimated 450,000, or approximately 16 percent of eligible children. Chapter 1 funds, although historically used for school aged children, have recently been used to serve

prekindergarten children in response to the recognition that by age five, intervention is too late.

We need not only more services for needy families, but also a comprehensive approach to the needs of working families. Operationally, existing programs could be improved upon and expanded to meet the needs of all prekindergarten children--not just those who are disadvantaged. Where kindergarten or five-year-old programs are unavailable, they should be offered. Next, four-year-olds should be served, then three-year-olds.

In addition, we support before- and after-school activities that offer recreation, counseling, and help with study skills. We support on-site care for children of teenage students so they have the opportunity to finish school and their children are ensured a better start in life.

State and Local Educational Involvement

We believe that the administration of these programs should be focused at the state and local levels. State Departments of Education should be given the opportunity to be the lead agencies ae the state level, and local school districts should be given the opportunity to be responsible for program administration at the local level.

Local Educational Leadership

We maintain that governance should be in the hands of local school boards where early childhood programs are provided. Those administering early childhood programs should be employed by local school systems and certified in early childhood development. LEAs should also have control of curriculum and planning so that early childhood programs can be consistent with the K-12 program.

As the only institution that has children as its primary focus, education is also the only organization that has the structure for transportation, nutrition, and building safety. Educational leadership of early childhood programming will help assure a smooth transition between preschool and the K-12 program and contribute to children's academic and intellectual development.

Comprehensive Services

We recommend the maintenance and expansion of existing resources to aid the development of a diverse and broad-based delivery system for early childhood programs. All child care and early childhood bills pending before Congress should be examined to assure that the best components among them are incorporated into child care and/or early childhood legislation that is likely to be forthcoming. We support Senator Orrin Hatch's child care bill which proposes risk pools to address insurance liability issues that would make it more feasible for agencies to offer services. His bill also discusses tax incentives that could be offered to industry to make child care more affordable.

Those responsible for providing early childhood programs should be certified in early childhood education and be appropriately compensated for their services; there should be standards about maximum group size; parental involvement should be incorporated; resources should be available to deliver health and nutrition services; children's safety should be assured; and programs should be properly evaluated.

Funding

There should not be federal mandates for child care, child development, or other services without funding. In her testimony before this committee on the "Smart Start" bill, Lt. Governor Murphy of Massachusetts urged Senator Kennedy and members of the committee "to continue to provide federal leadership and translate that leadership into federal money to support early childhood education and day care." Ploughing new ground in the area of early childhood education cannot be at the expense of K-12 programs.

Church/State Issues

AASA supports the notion that an eligible applicant for federal financial assistance be a local educational agency, a community-based organization, or a nonprofit private organization, with priority given to LEAs, as indicated earlier. AASA cannot, however, support the practice of providing federal dollars for sectarian purposes. When Chapter 1 was authorized in 1965, questions about providing specialists to disadvantaged children in private schools were never sufficiently addressed. The result, years later, was the Supreme Court decision in the recent Aguilar v. Felton (473 U.S. 402) case. AASA hopes the Committee will consider arrangements that will preclude the Court's having to revisit this issue.

The CHAIRMAN. Thank you. I have a feeling this panel could go on and on. It is fascinating, and my greatest regret is that we couldn't have the whole Senate listening to it, because it is enormously powerful and real.

Just before getting into our questions, we are very fortunate today to have the star students from Morningside Elementary School in Suitland, Maryland, and their teacher, Ms. Clemmons. I wonder if they would stand up for us? Would they be kind enough to stand up, and we'll give them a little round of applause.

[Applause.]

The CHAIRMAN. We are not going to ask you whether you would rather be here or in school, but we are delighted to have all of you here, and if you can't see well enough, just come up a little further.

We saw you come in, and we are talking about early childhood education programs. That is what the subject matter is at our hearing this morning. We know you have done very well, and we are glad to have you here. Thank you for visiting us.

Just jumping around among the witnesses, are you familiar with the High Scope Program?

Dr. HONIG. Oh, yes.

The CHAIRMAN. Monday in Boston, I was at a Head Start Program that was implementing the High Scope sort of curriculum. Could you tell us your sense of it, and how applicable is it, just generally? I thought Ms. Desmond spoke very compellingly about the different elements that are necessary in terms of an appropriate educational experience.

Dr. HONIG. High Scope concentrates on just the elements she is talking about, particularly language—constant, rich language bath almost, submerging children in a language-rich environment. If you don't have the experiences, and if you don't know how to talk about those experiences with someone, how can you, the beginning reader, know that the black squiggles on a page are about the things you are talking about?

The other important part of High Scope is the emphasis on cooperative learning behaviors. You might not know it, but in North Carolina, Dr. Ramey's Program, which was a wonderful preschool program from three months to five years, found that program children on the playground in kindergarten were hitting others 15 times more than children who had *not* been in a cognitive preschool program earlier. This means that if you only have a cognitive basis for a preschool program and don't add in rich parent involvement and rich language and a strong emphasis on cooperative attitudes and pro-social behaviors with each other, then all the best teaching of colors and shapes in the world will not create the kind of citizen we are trying to create with Federal fund help.

The High Scope Program does have a very strong language component, but also stresses cooperative learning situations. It is also very attuned to the individual nature of each child.

Learning is not a uniform thing—I am going to put in ten grams of this or that—caregivers have to know who each child is. If a Haitian or a Vietnamese child is in program, you can't quite talk the same way or give the same program at the same level.

The CHAIRMAN. Are there more things that we should be doing in terms of having that program supported in other settings? Do you have some suggestions?

Dr. HONIG. Well, some of the difficulty is that people trained in child development are going to have the high turnover rates which you so beautifully mentioned. There are over 45 percent high turnover rates in quality daycare programs because the salaries are often $3.65 to $4.00 an hour with no benefits and no vacation time. So salary needs upgrading. Benefits and provisions for training money need to be provided also.

When you move to the public school system, the elementary school system, you have to be very careful that the training for people is developmental training, early childhood, child development training, and quality training for being able to work with the families. In the end, if a child goes home to a parent who ignores or beats him, who knows the two very boring, hit-and-scold techniques, and none of the other millions of techniques of raising children optimally, then the preschool which is four to six hours a day will be a far less essential part of the experience of that child than the household experience.

I love that your bill, Senator Chiles, has a component for parent involvement—which High Scope did, weekly home involvement, and as we did, constantly over the first five years of life.

I would say that a lot more support has to be given to the four goals: parent involvement, language involvement, attention to the personality of each child in working with that child, and cooperative behaviors, pro-social behaviors of the children—these four prongs of a good program.

The CHAIRMAN. Mr. Humphrey, do you have any comment or anything to add to that?

Mr. HUMPHREY. No, except to endorse what Dr. Honig is saying here. I think that what she has described is what our union would endorse as a model for preschool. And I think the points that were made by Ms. Desmond are also very well-taken. I think they have covered the field very well, and I'd just like to say that with these kind of people working on this, and just a little bit of Federal support, I think this is an effort that can pay tremendous dividends for society.

The CHAIRMAN. If you would, Ms. Honig, maybe you'd be kind enough to give more information—I won't take the time of the Committee now, because I see we have another vote—on the teenage pregnancy and those students who have the babies and then continue education. I would be interested in that. This has been something that our Committee has been interested in for some period of time, and we have looked at different approaches.

Dr. HONIG. I think it would be very dangerous if your Committee would assume that the preschool program is going to prevent teen pregnancy. I think the more we assume that a program will do for us, that we have magic, then people get very disappointed.

In Dr. Gray's program, 50 percent of preschool program kids got pregnant as teenagers, and 50 percent of the nonparticipating youth. The difference was in the 5 percent who dropped out from program, group while 50 percent dropped out from the non-program group in adolescence and did not go back for their degrees.

The CHAIRMAN. I would be interested also in repeated pregnancies—what happens in those areas. I don't know whether they continue——

Dr. HONIG. I don't know if they have enough statistics on it.

The CHAIRMAN. Well, I'll send you a little note on it. I just happen to be interested, and my sister, Eunice, is very much involved in these programs, and we are always interested.

Dr. HONIG. I do think that your Committee, though, should pay attention not just to school dropout rates in cost-factoring the importance of a bill such as this.

The CHAIRMAN. Thank you.

Senator Chiles?

Senator CHILES. Pat, I didn't hear the first part of your statement. How long have you been running the program in Escambia County?

Ms. DESMOND. This is our third year. We have used Chapter I funds exclusively until this year.

Senator CHILES. What is the per-pupil cost?

Ms. DESMOND. Approximately between $2,800 and $3,000.

Senator CHILES. It sounds like you've got your classes down very small for that, and if you are able to get the door-to-door transportation and the things that you are doing, you must be getting a lot for your money if you are able to hold that cost.

Ms. DESMOND. We have had some superior community cooperation, and I have to say that one of the great advantages of having the school district involved in early intervention programs is that you have already paid for a stable of resources that are in place. You have got a national School Lunch Program which can be tapped right into. And by the way, our children eat in the classroom, family-style, as opposed to going through the cafeteria—although this week, they are going through the cafeteria to get ready for kindergarten next year.

Senator CHILES. How many kids do you have in the program, and what percentage of the county needs would you say you are serving?

Ms. DESMOND. We serve this year 325 children. Head Start, which is not a school district program, serves 200 children. We could use the funds to serve another 1,400 children.

Senator CHILES. Fourteen hundred. So you are covering less than one-third, really, of the need that is out there.

Ms. DESMOND. Yes. And our part of that service is even less. I think one thing that is very important to understand—you spoke earlier about competition between programs. That is a really important element of success of a program.

Children of Title XX parents can't get an early childhood program unless their parents are working. So when you hear the argument that Title XX is already there, doing this, it really isn't. It is doing it only for those parents who work for the time they work. And that is the real flaw in the thinking sometimes.

So we do need a variety of programs which address different needs. I don't think any one approach can do it all, but I think working in concert and looking at who takes which children, with which set of selection criteria, is a key element of that.

I do want to tell you, Senator Chiles, that we are experiencing some pressure to increase class size, simply to make it more cost-effective. And I think the reason we are getting such high gain on our developmental screening is because we have a very low pupil-teacher ratio.

Our class size this year was 16. We are going to 18 next year. And I wanted Senator Kennedy to know that we are getting two and one-half to three months' gain for every month our children are in preschool. If we sort that out by norms for black students only, it is even higher. So we are really getting very good gain.

Senator CHILES. How is the community accepting it? I mean, is there much knowledge in the community of what you are doing out there? Have you been able to get that word out?

Ms. DESMOND. Yes. I think our staff has done a very good job. We have some dynamite teachers who are very excited about what they are doing, and the word is out on it. We have far more applicants, both in children and teachers, than we can begin to get to.

We thought perhaps there would be that element—and there is. There are very few areas where students still don't buy into the concept of a four-year-old going to school. And I think we don't ever want to make these compulsory programs. I think that is one of the keys. But the educated parent knows to put their child in a nursery school program, and that child is getting further and further ahead. The poor parent doesn't know about that. Very often, that is the parent who has not himself been educated.

Let me make one comment as to something you could do. One of the things you will find when you go into the home—and we go into the home of every child in our program—you will not find books. You will not find magazines. You don't even find a TV Guide.

You have a program, RIF, Reading is Fundamental, which uses matching funds to local levels. If you could expand funding for RIF to target these children when they are four and five years old, to put children's books into their homes, we can teach those mothers how to read, and we can work with parents on appropriate strategies for parenting. But we need dollars to do that, and that doesn't take a lot of money. But RIF is a program that we are using as a resource to our program to put books into those children's homes. You know, they don't have anything in their homes to work with.

Senator CHILES. We are in the process of another vote, and we are going to have to conclude.

Alice, did you have something you wanted to add?

Dr. HONIG. I just wanted to say that this marvelous ability to pick up kids who would never be in the program—we trained our bus drivers and our bus riders to pick up each child as if they were a prince or a princess, and to know what a child could learn by taking them to a park or talking about the raindrops going down the outside of a bus window. And if you give moneys for transportation, give moneys for the training of every bus driver, and cook, and person who swabs the floor in a child care center, because they are part of your staff, and they make a world of difference to the parents and to the kids.

Thank you so much for your efforts to get this kind of legislation out.

Senator CHILES. I want to thank Senator Kennedy again for chairing this hearing and giving us the opportunity. And I want to thank you and all of our witnesses for a dynamite hearing. I agree with him, I wish we could have had the whole Senate here. But we thank you very, very much.

Dr. HONIG. Thank you.

Ms. DESMOND. Thank you, Senator.

Mr. HUMPHREY. Thank you.

Senator CHILES. We will adjourn the Committee to the call of the Chair now.

[Whereupon, at 11:38 a.m., the Committee was adjourned.]

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